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State Charities Aid Association.

OFFICE:

32 EAST TWENTIETH STREET,
NEW YORK.

FIRST ANNUAL REPORT

OF THE

State Charities Aid Association

TO THE

STATE COMMISSIONERS OF PUBLIC CHARITIES

OF THE STATE OF NEW YORK.

MARCH 1, 1873.

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NO. 2.

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Island.

FIRST ANNUAL REPORT

OF THE

State Charities Aid Association.

MARCH 1, 1873.

To the Board of State Commissioners of Public Charities of the State of New York:

GENTLEMEN: In your Report to the Legislature of 1869 you mention several instances in which citizens of this State, holding no official positions in the management of our public charities, have sought, from motives of humanity, to bring about reforms in our poor-law system.

In 1844 Miss D. L. Dix memorialized the Legislature upon this subject, after a personal visitation of many of our County Poorhouses, which she describes as being in a deplorable condition.

In 1857 a select committee from the Senate made an examination of these and other institutions, and sum up their report as follows: "We do not hesitate to record our deliberate opinion that the great mass of the poorhouses which we have inspected are most disgraceful memorials of public charity. Common domestic animals are usually more humanely provided for than the paupers in some of these institutions." And in 1865 another official report of the condition of these poorhouses, made by Dr. S. D. Willard of the Medical Society for the State of New York, based upon returns made to him by competent local physicians, is equally strong in its condemnation.

Two years later your own Board of State Commissioners of Public Charities, composed of eight persons, who serve without compensation, was appointed, according to an Act

passed May 23, 1867. From this Act it would appear that the powers and duties of your Board may be summed up briefly as those of *inquiry and advice*—that is, the right to make thorough investigation of the management of all institutions of charities receiving State Aid, each institution to be visited at least once in two years, and to make an annual report of the condition of the same to the Legislature, with such advice and suggestions as may conduce to practical measures of reform.

This first important step of the Legislature, in delegating authority for the general oversight of our public institutions of charities, came not a moment too soon. Nearly a quarter of a century had elapsed since Miss Dix came to our State capitol with her tale of horrors, and yet, in respect to County Poorhouses, the condition of things had remained nearly unchanged. In other ways great reforms had been made in the general management of the large city pauper institutions, and more especially in the building of State Asylums for the insane, and for the reception of the pauper blind, deaf-and-dumb and idiots as pupils, also State Institutions for the reformation of juvenile delinquents. By the opening of these State Asylums, and the consequent removal to them of their respective patients, due to the efforts of your own Board, and to the more generally enlightened views upon these subjects now held by the local authorities, our poorhouses are no longer in the terrible condition they were five years ago. Still, although much has been done, the radical unsoundness of the system remains the same. The County Poorhouses should be used solely as hospitals and as places of refuge for sick and aged paupers, and no longer be what they now are by this defective system—plague-spots in the State, whence hereditary pauperism, long since sown there, is spreading far and wide, striking at the very life of our free institutions.

In your report of 1869 we find the following:

“The Senate Committee,” above mentioned, “refer to

the little interest taken by citizens in the counties in the condition of the poorhouses, and attribute in a great degree to this apparent indifference the miserable state into which these houses have fallen. Though they make a strong and urgent appeal to the benevolent to look into the condition of the poor, yet, judging from appearances, there has been little, if any, response by that class of persons."

And on the next page you say :

"Public opinion in the counties must be aroused to the abuses of the present system. The prevailing apathy, as it seems to us, is due to a general want of knowledge of the subject or else to a conviction that nothing effectual can be done under existing legislation."

Will you permit us to say that we consider your first explanation as to the cause of this indifference the correct one. Our people are essentially humane. It is because they are ignorant of its existence that they allow human suffering to go unchecked or unrelieved ; never because they are not ready and willing to act in its behalf. Our benevolent, enlightened and influential citizens do not know—not one in ten thousand of them knows—anything of the actual condition of the inmates of our public institutions of charities. How many of them ever go into these institutions, the doors of which they drive by daily ? How many of them read your annual reports, so full of valuable information, so indispensable to a thorough understanding of the subject ? No ; the only reason why our pauper system is not what it should be arises from ignorance—from ignorance alone—which must and can be dispelled. Let in the light of knowledge, bring it home to the minds and hearts of our people, let them feel that this subject of public charities is one which directly concerns them, that they are responsible for good or bad management, that henceforth they have a duty to be fulfilled, and all reforms are possible, be they administrative or legislative—the victory is practically won.

It was with the hope of helping to create this active pub-

lic interest in our State Institutions of Charities, and also, gentlemen, to act in accordance with your own views upon this subject by responding to them, that the State Charities Aid Association was organized in this city, on the 11th of May, 1872.

It is provided in our Constitution that—

“The Association shall make an Annual Report on the 1st day of March to the Board of State Commissioners of Public Charities of the State of New York.”

It was only after a careful study of your reports and knowledge of your work that we thus desired to connect ourselves with you. We cannot too strongly commend that wise philanthropy which, while advocating the strictest measures for diminishing pauperism, is most tender in its thought and care for those afflicted by disease or left helpless in their old age. As a proof of our confidence in your judgment, the Chairman of our Special Committee on Legislation has prepared, with your consent, a bill now before the Legislature, entitled “An Act to further define the powers and duties of the State Board of Charities.” We have not asked for, and do not desire, any legal powers for ourselves. But we would ask all our friends throughout the State to help us in securing the passage of this Act, as the best deed they can render our cause at this moment.

A copy of our Constitution will be appended (Appendix B); but as this is the first time we have addressed you, perhaps it may not be amiss to give the principal features of our work as contained therein :

The objects of our work are of a twofold nature. “1. To promote an active public interest in the New York State Institutions of Public Charities, with a view to the physical, mental and moral improvement of their pauper inmates. 2. To make the present pauper system more efficient, and to bring about such reforms in it as may be in accordance with the most enlightened views of Christianity, Science and Philanthropy.”

To the Executive Committee is assigned the duty of "defining and adopting such course of action as may best promote the objects of the Association, and to devise ways and means for increasing the usefulness and efficiency of the Association."

And it is further stated that "this committee shall put itself into communication with the New York State Commissioners of Public Charities."

As the President of our Association is also a member of your own Board, we have at all times the advantage of this close connection with your work.

We have divided our work into three departments, representing a threefold division of the pauper class, as follows: Children, Adult Able-bodied Paupers, and the Inmates of Hospitals. The latter division includes the sick, the insane, blind, deaf-and-dumb, idiot, inebriate and aged paupers.

The duties of these three standing Committees are defined as follows :

"ARTICLE XII.

"It shall be the duty of the Committee on Children to inform itself of the number, present condition, plan of education and ultimate disposition of the children in the Reformatories of this State, and in the State Institutions of Public Charities. It shall be the duty of this Committee to urge upon the community the very great importance of enforcing such enlightened measures in the care and training of these children as may tend to effectually destroy hereditary pauperism in this State, and to best enable them to become useful citizens and good men and women.

"ARTICLE XIII.

"It shall be the duty of the Committee on Adult Able-bodied Paupers to ascertain the number of able-bodied pauper men and women supported in the almshouses of this State, and the character and value of the labor, if any, performed by them. It shall be the endeavor of this Commit-

tee to have workhouses erected, to have the laws for the arrest and commitment of vagrants enforced, to relieve the industrious members of the community from the support of the idle, to uphold the dignity of labor, and, in a country where work can always be obtained, to take such measures as shall tend to abolish beggary and vagrancy.

“ARTICLE XIV.

“It shall be the duty of the Committee on Hospitals :

1. To inform itself of the number and present condition of the sick, the inebriate, insane, blind, deaf-and-dumb, idiot and aged paupers in the New York State Institutions of Public Charities, and to urge the adoption of such measures as are best adapted to restore the health, alleviate the sufferings, secure the humane care and comfort, and contribute to the happiness of these afflicted and aged people.
2. To collect and impart information in regard to the latest and most approved plans for the construction, ventilation and disinfection of hospitals and asylums ; to prepare plans of organization for their kitchen, linen, laundry and nursing departments ; and to acquaint themselves with such hygienic and sanitary regulations as are in accordance with the most advanced views of the medical profession.”

To secure the practical application of the work we have proposed to ourselves we must rely upon the support of public opinion ; and to this end, the most important feature of our plan, it is provided—

“ARTICLE XV.

“There shall be Local Visiting Committees for every Institution of Charity, supported by the public funds, in the State. These shall receive their appointment from the Executive Committee of this Association, through its Secretary.

“The President and Secretary of all Local Visiting Committees shall be ex-officio Associate Managers of this Association. They shall make monthly reports of the work of

their Committees to the Secretary of the State Charities Aid Association on the first day of every month, and an Annual Report on the 1st day of February. They shall correspond with the State Charities Aid Association, and shall work under its control and by its direction."

We find that our State contains fifty-six County Poorhouses, six City Almshouses, covering nearly twenty-two different institutions, and twelve State Asylums. We hope ultimately to have Visiting Committees appointed for all. To do this requires many workers, and we shall gladly welcome to our ranks any who may feel inclined to join us as volunteer Visitors for city or for country work.

Having thus given you a full outline of our proposed plan of work, we will now speak of what has already been accomplished.

Immediately after the organization of our association last May, we issued a circular (Appendix C, which accompanies this report) stating the objects we had in view, and asking the public to aid us by contributions of money. Up to this time \$520.47 have been received, and our Treasurer's Report shows an empty treasury. Our expenses are not large. A regular income of \$5,000 will cover them fully. This is needed for office rent and expenses, printing and stationery, salary of Secretary, and traveling expenses. We are now in need of money, and ask from our friends annual subscriptions of \$5 and \$10, to enable us to continue our work more efficiently.

The following Local Visiting Committees have been appointed :

1. For the Westchester County Poorhouse, organized January 9, 1872, with forty-nine members.
2. For Bellevue Hospital, New York City, organized January 26, 1872, with fifty-three members.
3. For the "Newburgh City and Town Almshouse," organized December 13, 1872, with fifteen members.
4. For visiting the Richmond County Institutions

(Staten Island), organized January 27, 1873, with thirty members.

5. For visiting the Children's Institutions on Randall's Island, organized February 3, 1873.

A Committee for visiting Charity Hospital, on Blackwell's Island, is also nearly completed.

The members of these Visiting Committees, numbering in all over one hundred and fifty, have been selected with great care. They are, with the exception of some thirty Advisory Members, all active, earnest workers, visiting regularly and systematically once a week, or once a fortnight, the ward of the hospital or the department of the almshouse assigned them. They represent the best class of our citizens as regards enlightened views, wise benevolence, experience, wealth, influence and social position. Our Visitors belong to no one political party; both Republicans and Democrats are to be found among them. They belong to no one creed; as the inmates of our pauper institutions are of every religious denomination, so also our Visitors represent both Protestant and Catholic forms of worship. Ours is neither exclusively man's work nor woman's work. We are men and women working together, supplementing each other's powers, with the one object of helping and elevating our poorer classes.

You will see that we have aimed to place our work upon a foundation as broad as that upon which our own republican form of government rests; to do away with all distinctions of race and sex, of political partisanship and sectarian prejudice; to have the work judged by its merits alone—whether it is or is not worthy of support from our citizens.

Lists of members of our Central Association, fifty-six in number, and of the Local Visiting Committees, so far as appointed, are given in the Appendix (Appendix A).

As those Visiting Committees organized this winter have been at work but a few weeks, we have as yet no results to

offer from their experiences. Two, however, of our committees have now been steadily at work for a year, and we would lay before you the story of their successes and their failures. In the one instance, working in co-operation with intelligent and enlightened officials, the results have been most gratifying; in the other, ignorance and opposition on the part of those in power have paralyzed well-meant efforts.

And in giving an account of the condition of these two institutions—Bellevue Hospital and the Westchester County Poorhouse—I wish you to realize upon what my statements are based. They are not based upon the returns of Boards of Inspection, who walk through these buildings once a year, or once a month, or once a week, who comment upon clean floors and good ventilation, who examine books in the office, and take notes from statements made them by warden or keeper in charge. In Bellevue Hospital, for instance, each of the twenty-nine wards has been visited every week, the same Visitors for the same ward, by ladies whose experience in the supervision of their own households has made them experts as regards washing, the care of linen, cooking, nursing the sick, etc. They go often enough to know every patient in the ward, to study the character of the person in charge, to know what the work of the ward is, and how well it is done; they go in the morning, in the afternoon, at mealtimes, sometimes one day, sometimes another. They write an account of every visit in books kept for the purpose. Each book is the history of the condition of that ward and its inmates for the past year. There were, to be sure, weeks in summer when the visits were discontinued, owing to absence from the city, but the whole number of visits average at least one visit a week to every ward. It is much to the credit of the City Commissioners of Charities that, fully aware of what such a searching examination must result in, how it must necessarily bring to light abuses of which they could

not otherwise know, but which would reflect upon their management, they freely and generously threw open the wards of the hospital, and from first to last have cordially welcomed our visitors, have listened to and acted upon their suggestions, and have furthered their plans in every way. The Commissioners have themselves told us there were many household details in a large hospital only understood by women, and they would gladly avail themselves of the help we had to offer.

But to return to the experiences of our two Local Visiting Committees—for the Westchester County Poorhouse and Bellevue Hospital.

At the time of the organization of the former, General James Bowen, one of the New York City Commissioners of Charities and Corrections, having heard of the proposed plan, called to ask if it were possible to get volunteer corps of lady-visitors for all the City Charities. He stated that such suggestions as might be made by judicious lady-visitors would be of material assistance to the Commissioners in making the City Charities what they wished them to be. Under these favorable auspices the Local Visiting Committee for Bellevue Hospital was organized, on the 26th of January, 1872. Bellevue Hospital is situated at the foot of Twenty-sixth street, on the East river, and is the largest pauper hospital of New York City. It accommodates on an average eight hundred patients.

To any one familiar with the County Poorhouses of our State, the public charities of New York City afford a most gratifying contrast. Our citizens are hardly aware of the immense improvements effected in them within the past twenty-five years. The visitor at once perceives evidences of liberal, humane and enlightened management. Accordingly the members of the Bellevue Association found much to commend, but they also found much needing improvement.

The laundry was in charge of an old pauper-man, the

steam-mangle broken, no supply of soap, the linen consequently in a terrible condition. This was represented to the Commissioners, and a respectable woman was put in charge of the laundry. In a few weeks the Visitors were able to report this department as well managed; and clothes, beds and bedding clean and in good order. A separate kitchen and an extra cook for special diet were asked for, and were furnished. More towels, more tin-basins, covered dishes to keep the meals hot, better cooked general diet, many other things conducive to the comfort of the patients, were asked for, and were ordered by the Commissioners. The horrible condition of the pavilion-wards, which, filled with very sick persons, were also used as sleeping-places for vagrants when too late for the boat on their way to Blackwell's Island, was reported and promptly reformed.

The Visitors asked permission to prepare plans for the reorganization of the linen, laundry, and kitchen departments of the hospital. This was granted; and members of the Bellevue Association visited not only the best hospitals of this city, but also those of Boston and Philadelphia, to prepare themselves for making these plans. But although they were carefully drawn up, they were never presented; as, in the opinion of the ladies, their successful operation required more intelligent responsible labor than can at present be obtained in the hospital. It is a question whether the present use in our city hospitals of the labor of these "ten-days prisoners"—persons committed for intoxication and for petty offenses for this short term—is not, apart from its immoral effect in the hospital, of doubtful benefit, even as an economical measure.

After the experience of a few months, the Visitors came to the conclusion that what was most needed was a better class of women as nurses, educated and trained for their position; that this would ensure attention to the physicians' orders, secure the humane treatment of the patients, and

elevate the whole tone of the hospital as nothing else could. Accordingly they asked the Commissioners to consider a plan for a Training School for Nurses to be attached to Bellevue Hospital, something of the nature of Miss Nightingale's Schools in England. The Commissioners immediately passed a resolution referring the consideration of the subject to the Medical Board of the Hospital, and wrote to the ladies expressing a hearty approval of their project. This was last spring; three months after our Visitors had first entered the hospital. And now summer had come, and with it some work for the members of the Hospital Committee of the State Charities Aid Association. Among the duties assumed by this Committee is the "preparation of plans for the kitchen, linen, laundry and nursing departments of hospitals." One of its members, Dr. W. Gill Wylie, volunteered to go to England to study the subject of nursing, while others, at home, got their information from the libraries. Dr. Wylie examined most carefully the practical working of the London and Liverpool training schools, besides visiting similar institutions on the Continent. His report has been most valuable to us, as also a long letter he has received from Miss Florence Nightingale. For further details, we refer you to the accompanying Document No. 1, issued by this Association in December last, being a Report of our Hospital Committee upon a Training School for Nurses to be attached to Bellevue Hospital.

The plan for the Training School having been proposed, and its approval obtained from both Commissioners and Medical Board, it has now been placed in the hands of the Bellevue Hospital Visiting Committee for practical application. The amount required to start the school on a proper basis is \$20,000, and this sum is now being raised by the Visitors. The interest in the success of the plan is so great that they have already raised over \$14,000 during the past three weeks. Some of our most eminent physicians and surgeons have offered to give instruction to the nurses by

the bedsides of the patients, and it is hoped that the school may be open for the reception of pupils by next May. The pupils must be educated, intelligent women, of good moral character, who are desirous of entering upon this work as a career of usefulness, as well as for the new profession it opens to them. For it is a profession, a new field of labor, offered to the women of this country for the first time. Those desiring further information upon the subject can obtain it at our office.

Meanwhile the ladies continue their regular weekly visits to the hospital, and every month cheering accounts are given of improvements made in all departments excepting the nursing. And this the proposed school will remedy.

It is scarcely necessary to comment upon the very great success that has attended the work of the Bellevue Hospital Visiting Committee. It is due in large measure to the earnestness, faithfulness and untiring zeal of the members of the Association. That in so large an association of volunteers—seventy in number, all active workers, all very earnest in their work—such a high order of discipline should be maintained, reflects most favorably not only upon the corps of Visitors themselves, but upon the two ladies who have successively presided over them.

But their success is pre-eminently due to the hearty furtherance of their wishes by the authorities of the hospital—the Commissioners, physicians and warden. They and we are equally to be congratulated upon the many improvements in Bellevue Hospital during the past year, and which we hope to find still further advanced by the introduction of the Training School. Further details of the work of the Bellevue Hospital Visiting Committee may be found in their first annual report, which accompanies this.

We are now obliged to turn to a darker picture. The Visiting Committee for the Westchester County Poorhouse was organized on the 9th of January, 1872. The institution, which they proposed to visit fortnightly, is the fourth

largest County Poorhouse in the State, containing about three hundred and seventy pauper inmates—men and women, children and old people, the sick, the insane, the blind, deaf-and-dumb, and idiots. For a further description of the institution, and the spirit in which the Visitors proposed to work, I refer you to the pamphlet printed by the Committee last winter. Having no authority in the management of the affairs of the institution, they assumed none, but hoped to find the Superintendents of the Poor willing to allow them to work in concert with them. With the full knowledge and sanction of the Superintendents they began their work. They took little comforts to the sick, they opened a sewing school for the children, they found places for some of the women who were able to take them. For the sake of ensuring harmony of action, they met the Superintendents once a month at the Poorhouse. So long as the ladies were contented to work themselves, and make no criticism upon the management of the institution, everything worked smoothly. But in the course of visiting they became aware of many things needing immediate reform: an absence of classification which led to gross immorality, a want of enlightened treatment of the insane, no nursing for the sick; the children badly fed, badly clothed, badly taken care of, and exposed to the degrading influence of those in immediate charge of them.

The children, about sixty in number, are in the care of an old pauper woman, whose daughter and whose daughter's child, both born in the poorhouse, make her one of three generations of paupers. The daughter assists in the care of the children. She has a contagious disease of the eyes which is, apparently, communicated to them. The children are neither properly clothed nor fed; but saddest of all is to see the stolid look gradually stealing over the faces of these little ones, as all the joy of their lives is starved out of them—to think what these children must grow up to, what they must become, if they are not soon

removed from this atmosphere of vice. Last spring I was much attracted by a little girl in the poorhouse, three years old, whose parents were respectable people. The father had been drowned, the mother had an arm so wasted by rheumatism that she was unable to support herself and child. Notwithstanding the painful surroundings, she being one of three respectable women in a room otherwise filled with women of bad character, the love of the mother and child, the one so tender and patient, the other so clinging and affectionate, brought a redeeming flood of light into the darkened room. Shortly after, the mother died. Last autumn I saw the little girl. In the interval she had changed to stone. Not a smile nor a word could be drawn from her. The bright look had faded utterly. She was now under the care of the old pauper-woman. I had known this old woman for more than a year, and ought not therefore to have been surprised at the change in little Mary, and yet I did not recognize the child at first. I could not believe such a change possible. Since then, through the efforts of one of our Visitors, the child has been adopted into a respectable farmer's family in Dutchess County, and is now well and happy.

A member of our Committee on Children, Mr. Charles L. Brace, when informed of the condition of these children, offered, as Secretary of the Children's Aid Society, to take all these children, including the little babies, free of charge, and provide them with homes in the West. But the Superintendents declined this offer. They wished the children to remain in the county, where, as they said, they could see them themselves, look after them, know what became of them. Alas! we know only too well what becomes of children who live and grow up in the poorhouse.

It is no exaggeration to say that in most of our County Poorhouses no nursing of the sick is ever attempted. The keeper's wife, generally fully occupied with her other

duties, gives what spare time she can to it. But usually the very ill patients are taken care of by those in the same room who are less ill. Occasionally an able-bodied pauper is put in charge, or called in upon an emergency. The nurse in the woman's hospital of the Westchester County Poorhouse is a very respectable old woman, who, when I last saw her, was herself such a sufferer from asthma and rheumatism as scarcely to be able to rise from her chair. Occasionally a black girl, strong, but a woman of bad character, was brought in to help. Many patients I remember in the last stages of consumption; several cases of paralysis, epilepsy, one gunshot wound, accident cases, amputations, etc. The ladies were much interested in an old man dying of paralysis, formerly a physician. They did what they could to make the remainder of his days more comfortable, and at his death raised the necessary sum to give him a Christian burial in the Tarrytown cemetery.

They found also a terrible case of suffering from cancer in the face, and one poor man crushed by a steam-shovel and in great agony. The ladies asked the Superintendents to employ some one to nurse these sufferers. This was refused, on the ground that no appropriation was provided for the purpose. They then begged to be themselves allowed to pay the wages of a competent nurse, to be selected and controlled by the Superintendents. This was also refused. They could not refuse the kindness which death at last brought the sufferers.

At first when suggestions for reform were made to the Superintendents, they were received with civility, but no action was taken upon them. Then the ladies were asked to confine their visits to one day in the week, which request they complied with. Finally, when the Visitors repeated their request for better care for the children, and for a nurse for the sick, offering to pay the wages of the latter until the Board of Supervisors met, the Superintendents informed the Visitors that they, the ladies, had no authority

to interfere in these matters; that they wished them to visit the institution no longer as members of an Association, although they would be received as ordinary visitors; that they personally desired no further intercourse with them. From the asperity with which this correspondence was conducted on the part of the Superintendents, it was impossible for the ladies to maintain any harmonious relations with those officials, and although they continued to visit regularly as heretofore it was because they were still able to do something toward alleviating suffering, not because they felt they were making any progress toward radical reform.

All intercourse having been thus broken off by the Superintendents, a petition was prepared, signed by the Visitors, and presented in November to the Board of Supervisors of the county. A copy of this petition is appended (D). It asked that an additional sum of \$5,000 be placed to the credit of the Superintendents of the Poor, to be expended by them as follows: To secure the services of a resident physician, who shall be a graduate of a medical college; to provide one paid man-nurse and one paid woman-nurse for the sick; one paid man and one paid woman to be in charge of the insane; a paid respectable woman to have the care of the children; better food and clothing for the children; an additional compensation to the chaplain for the purpose of securing burial services over the dead; alteration of the cells for the insane; a separate room for confinements; and such alterations of the buildings as might be necessary to secure a complete separation of the sexes.

The Supervisors gave the petitioners a most respectful hearing, and, we have every reason to think that, had they the legal power, they would have granted the petition. But in their reply they state that they have not this legal power; that the Superintendents are a body corporate, elected by the people, and are not under the control of the Board of Supervisors, but have full powers, in connection with the county judge, for making all rules and regulations for

the government of the poorhouse. The Supervisors recommend the Superintendents to visit the institutions of charities in New York City and elsewhere, in order to prepare themselves intelligently for making proper rules and regulations for the government and good order of the County Poorhouse. They also state that they have "already placed to the credit of the Superintendents of the Poor \$2,000 more than the appropriation asked for by them, and that if any other or further sum be necessary for other medical service, proper nursing of the sick and infirm, or for any other purpose which will promote the welfare of the inmates of the County Poorhouse, it certainly should not be withheld." This reply was made in January. Since then our Visitors have been refused admittance to the house by order of the Superintendents. The reason given is "because they belong to an Association"; not because they have broken any of the rules of the establishment.*

The energy and determined courage of this earnest little band of workers, in the face of so many discouragements, cannot be too highly appreciated. Every difficulty only seems to nerve them to greater exertions; and notwithstanding apparent failure, they remain undaunted, knowing that the right must triumph in the end. They mean to leave no stone unturned until the necessary reforms in the management of their poorhouse are secured.

And here the question arises as to what the legal rights of citizens and tax-payers are in reference to our public institutions. These institutions are built and entirely supported by taxation; they are managed by officers elected by the people. If citizens have not this right already, should they not have it, of being allowed, under certain necessary restrictions, to see for themselves how their trust is administered? This is but one view of the subject—the rights of

* As this Report goes to press (March 10), I understand that the Superintendents of the Poor of Westchester County have rescinded their order, and are admitting the lady Visitors.

citizens. The other is, Does not humanity demand it? Think of several hundred human beings, young, and old, and sick, left to the mercies of a brutal keeper, with no check from the lookers-on; for those lookers-on, victims themselves, are afraid to speak. Our Visitors ask for no powers except the right of free access to our public institutions; they bind themselves to observe all rules and regulations of the establishments they visit, but they do not bind themselves to silence. Yes, close the doors; let the old walls behind them remain in shadow another century; the open light of truth will only reveal the stains and the cracks and the dust! Who cares for the cry that is not heard? Who cares for the human hopes and hearts that lie buried in that dust; for the cruelty and crime and suffering which those old walls cover? Who sees the children cowering in that deep, black shadow? What if Christ did say, "I was sick and in prison and ye came unto me"! Close the doors of hospital and prison! Keep out the intruders!

Again, another question: Has not the time come for the officers in charge of our County Charities to be appointed and not elected? How can a man with no especial fitness for the position be expected, during his short term of office, to understand the best way of treating several hundred human beings suddenly placed under his care? He is at once obliged to grapple with this great question of pauperism, not as a theory, but practically—a subject to which, in its separate branches, philanthropists have given lives of study and of work. But he is called upon to deal, not merely with single branches, but with the whole question—with the best method of caring for pauper-children, how to keep them from following in the footsteps of their intemperate parents; with the most enlightened treatment of insanity; with the vexed questions of diet-lists for sick and well, of ventilation, and sanitary science, and hospital management; with occupation for the blind, and instruction for the idiot; with the labor question as affected by work-

houses. How can one man, who has previously given no study to the subject, fit himself in one, two or three years to fill such a position? And then, when perhaps he may have gained some little knowledge of the subject, the next turn of the political wheel whirls him off and puts in another beginner as his successor. Can we not have carefully selected persons, thoroughly qualified, appointed to fill these positions for long terms of office? Are not the great improvements in our City Charities due to the adoption of this plan? The advanced methods of treatment used in our State Asylums are undoubtedly due to the fact that those in charge are pre-eminently fitted to hold the permanent positions they do. In a large city like ours, where the care of the poor is an enormous business in itself, taking the whole time of those having the supervision of it, good salaries should be paid, for the work is no light task; it demands and should have first-class ability. But in the country, where the supervision required is comparatively slight, taking perhaps a few hours a week, or two or three days a month, we are confident that benevolent and capable citizens can be found to fill these offices without pay, from motives of humanity alone. And even these should be held strictly accountable for the good management of their trust to a supervisory board like your own, as well as to their own county supervisors, for too many safeguards cannot be placed round those who have human beings in their keeping. The streets are out of order, and our carriages break down; the gas is poor, and our eyes pain us every evening; the sewerage is defective, and we tremble for the health of our children; criminals go unpunished, and our lives are in danger; taxes are exorbitant, and we feel it in our pockets; and when these abuses become so great as to be unbearable, we rise in our might, unite with other indignant citizens, drive out the thieves, and insist upon reform. But who knows what goes on in those far-away great buildings called hospitals and poorhouses? There is a class

of persons who, if abused, cannot defend themselves — whose sufferings we do not see, whose cries we cannot hear, who have no influence or power to help them break their bonds. At least, let us see to it that those who have the lives of these unfortunate fellow-beings under their control shall be fitted for the position, and shall also be responsible to some authority above them. With this reform, and with the intelligent co-operation of our citizens as Visitors, we may feel that our duty toward these helpless people has been in some degree fulfilled.

There are other and important reasons why this subject of pauperism should be earnestly considered. Unless we do so speedily, and take prompt action in the matter, we shall soon have fastened upon us that curse of the nations of Europe—hereditary pauperism. Our whole poor-law system is an inheritance from England, and unless we change it the results will also be the same. Already, in this State, out of a population of between four and five millions, we have over 200,000 persons supported, wholly or in part, by the public money; or one out of every twenty-three persons wholly or partially supported by the others.

How can we most wisely and effectually diminish this evil? Two measures we would advocate as helping somewhat toward it. One is the erection of workhouses where young, strong able-bodied men and women shall be made to work, and not, as now, allowed to fill our almshouses in winter, supported in idleness by the industrious members of the community, while in summer they spread themselves over the country, begging and stealing. Perhaps if their only choice lay between working for pay as honest laborers, or working without pay in a workhouse, they might be taught to prefer the former. The statistics, showing that the average earnings of each healthy pauper are less than one-third of the cost of his maintenance, are significant.

The other measure referred to, and to which we have lately been giving much earnest thought, is the removal of

children from the County Poorhouses. It is almost inevitable that a child born a pauper, growing up with paupers, associating, solely with them, should himself become a pauper. It is not an unusual thing to find three generations of paupers in our County Poorhouses. But take the child away, remove him from these evil influences; if diseased, place him in some hospital home; if well, find a home for him in some kind-hearted family, and he is saved—saved from what is worse than death.

We are not as yet prepared to submit to you the plan we have under consideration for aiding these little ones. It is yet scarcely defined. Our Committee on Children is giving much thought and study to the subject. If the plan proposed should meet with your approval, we will hope, through our Committee on Legislation, to secure whatever legislative action may be necessary to give it practical effect. This, the most important of all measures for diminishing pauperism, and one that appeals most strongly to the heart—the removal of children from the County Poorhouses—should not be longer delayed.

It will be readily seen that having removed the children and adult able-bodied paupers from the County Poorhouses, as well as the insane, blind, deaf-and-dumb, idiots and inebriates to their respective State Asylums, the inmates of the poorhouses will be reduced to the sick and the very old. Thus our poorhouse will eventually become what it should be—a hospital and a home suited to the needs of the county; and not what it too often is now, a vast pandemonium, where young and old, children and insane people, the sick and the well, the virtuous and the vicious, the blind man and the idiot, live together indiscriminately.

We are aware, gentlemen, that in submitting this, our first Annual Report, to you, we have in many instances simply repeated your own views, already so forcibly expressed in your reports to our State Legislature. We have done so to show you how heartily we agree with them, and

also because we hope to create a more active public interest in their behalf.

Many of the members of the State Charities Aid Association have worked together before. When our country was bleeding, in the great war of the rebellion, for four years they stood shoulder to shoulder in the ranks of the Sanitary Commission. Those of us who belonged to the New York branch of the Commission know the earnestness, the fidelity to principle, the self-sacrificing spirit which lie hidden in the homes throughout our State. Should any of our old fellow-workers in those homes chance to see this page, may we remind them that we rely upon them for encouragement and support and co-operation in this new and difficult work we have undertaken. We believe they are ready to stand by us in memory of those old war-days when we worked together for our soldiers and our country.

Respectfully submitted, for the Association,

LOUISA LEE SCHUYLER,

Vice-President.

[APPENDIX A.]

LOCAL VISITING COMMITTEE

FOR THE

WESTCHESTER COUNTY POORHOUSE,

STATE OF NEW YORK.

Officers.

MRS. FRANK VINCENT, *President*, Tarrytown, N. Y.

MISS ANNA ROCKWELL, *Secretary*, " "

Members.

Mrs. SANFORD COBB, Tarrytown.	Mrs. JOSEPH H. VAN MATER, Pleasantville.
Mrs. EDWARD B. COBB, "	Miss VAN MATER, "
Mrs. STEPHEN H. THAYER, "	Mr. CHAS. ROCKWELL, Tarrytown.
Mrs. M. B. NICHOLS, "	Rev. S. L. SPENCER, Christ Church, Tarrytown.
Mrs. FRANCIS BROWN, "	Rev. EDMUND GUILBERT, St. Mark's Church, Tarrytown.
Mrs. HORACE CARUTHERS, "	Rev. JOHN K. ALLEN, First Reformed Church, Tarrytown.
Mrs. JOHN ROCKWELL, "	Rev. JOHN A. TODD, Second Reformed Church, Tarrytown.
Mrs. WM. SIEBEL WILSON, "	Rev. J. P. HERMANCE, Methodist Church, Tarrytown.
Mrs. EDWARD COLES, "	Rev. GEORGE O. WHITNEY, Baptist Church, Tarrytown.
Mrs. EDMUND GUILBERT, "	Rev. WILLIAM BENJAMIN, St. Barnabas', Irvington.
Miss BOYD, "	Rev. R. A. SAWYER, Presbyterian Church, Irvington.
Miss GRACE WILSON, "	Rev. JUDSON SWIFT, Methodist Church, Irvington.
Miss ROCKWELL, "	Mr. SANFORD COBB, Tarrytown.
Miss ABBY D. COBB, "	Mr. FRANK VINCENT, "
Miss FREMONT, "	Mr. EDWARD COBB, "
Mrs. M. F. CHAPIN, "	Mr. ROBERT HOE, "
Mrs. G. R. J. BOWDOIN, Irvington.	Dr. HORACE CARUTHERS, "
Mrs. WM. F. CARY, Jr., "	Dr. ROBERT STONE, Irvington.
Mrs. J. L. ADAMS, "	Mr. GEO. P. NELSON, White Plains.
Mrs. H. B. WORTHINGTON, "	
Miss WORTHINGTON, "	
Mrs. AUGUSTUS RICHARDS, "	
Mrs. JOHN E. WILLIAMS, "	
Mrs. G. L. SCHUYLER, Dobbs' Ferry.	
Mrs. G. W. HATCH, "	
Mrs. W. D. HATCH, "	
Mrs. G. B. TAYLOR, "	
Mrs. JAMES WILD, "	

LOCAL VISITING COMMITTEE

FOR

BELLEVUE HOSPITAL.

Officers.

Mrs. JOSEPH HOBSON, *President*, 6 E. 17th Street.

Miss ROSALIE BUTLER, *Secretary*, 31 E. 38th Street.

Members.

Mrs. HARTMAN KUHN, 267 Fifth Avenue.	Miss G. G. WADDINGTON, 8 E. 9th Street.
Mrs. G. L. SCHUYLER, 19 W. 31st Street.	Miss EMILY RODGERS, 132 W. 23d Street.
Mrs. LYDIE M. HOYT, 26 Washington Square.	Mrs. D. J. COSTER, 232 W. 14th Street.
Mrs. H. M. M'CORKLE, 309 Lexington Avenue.	Miss PRIME, 147 W. 14th Street.
Mrs. E. PERKINS, 172 E. 79th Street.	Mrs. FRED. STURGIS, 16 W. 32d Street.
Miss ROBBINS, 116 W. 21st Street.	Mrs. G. G. HOWLAND, 91 Fifth Avenue.
Mrs. WILLARD FELT, 244 Lexington Avenue.	Mrs. WM. FLOYD PLATT, 68 Lexington Avenue.
Mr. F. C. LAURENCE, 147 Fifth Avenue.	Miss STURGIS, 16 W. 32d Street.
Mr. W. LANGDON, 56 Lafayette Place.	Miss WISNER, 18 W. 12th Street.
Mrs. A. HAMILTON, 17 Washington Square.	Miss B. VAN RENSSELAER, 39 E. 9th Street.
Mrs. F. A. BAKER, 100 W. 49th Street.	Miss E. B. FISHER, 4 E. 20th Street.
Miss F. C. LYON, Mott Haven.	Miss L. W. BAXTER, 128 E. 25th Street.
Mr. WM. MONTGOMERY, JR., University Building.	Mrs. D'ORÉMEUX, 261 Greene Street.
Mr. GEO. BUTLER, JR., 44 E. 26th Street.	Mrs. J. A. SWETT, 152 E. 34th Street.
Mrs. A. G. NORWOOD, 236 W. 14th Street.	Mrs. EDWIN LORD, 103 E. 40th Street.
Mrs. ALFRED PELL, 18 E. 30th Street.	Mrs. FRED. SWAN, Hoffman House.
Mrs. HENRY A. COIT, 55 Clinton Place.	Mrs. M. D. BROWN, 152 E. 34th Street.
Miss E. VAN RENSSELAER, 39 E. 9th Street.	Miss ELLA RUSSELL.
	Mrs. EDWARD CURTIS, 27 Washington Place.

- Mrs. WM. PRESTON GRIFFIN, 208 E. 15th Street.
 Mrs. FARRAGUT, 113 E. 36th Street.
 Mrs. OSCAR IRVING, 140 Fifth Avenue.
 Mrs. HOWARD CROSBY, 306 Second Avenue.
 Mrs. P. M. CLAPP, 118 E. 38th Street.
 Mrs. E. L. YOUNG, 2 E. 15th Street.
 Mrs. R. GRACIE, New York Hotel.
 Miss JOY, N. E. cor. Madison Avenue and 49th Street.
 Mrs. S. C. OGDEN, 227 W. 23d Street.
 Mrs. CAPRON, Brevoort House.
 Mrs. BELLOW, 319 E. 19th Street.
 Mrs. OGDEN ROOD, 341 E. 15th Street.
 Mrs. S. CROSBY, 10 E. 43d Street.
 Mr. S. B. LAWRENCE, 29 Mercer Street.
 Mr. F. J. DUNNING, Hotel Brunswick.
 Mr. CHANDLER ROBBINS, 116 W. 21st Street.
 Mr. D. L. SUYDAM, 40 E. 31st Street.
 Mrs. R. WOODWORTH, 18 E. 37th Street.
 Mrs. MACAULAY, 5 W. 50th Street.
 Miss LYON, Mott Haven.
- Mrs. W. H. OSBORN, 32 Park Avenue.
 Mrs. J. L. SUTHERLAND, 133 E. 38th Street.
 Miss ARNOLD, 279 Madison Avenue.
 Miss KIMBALL.
 Miss VAN AMRINGE.
 Miss SANDS.
 Mr. HENRY G. STEBBINS, *Treasurer*, 50 Exchange Place.
 Miss WOOLSEY, 17 E. 33d Street.
 Miss ELLEN COLLINS, 97 W. 11th Street.
 Miss JULIA GOULD, 5 Madison Square, N.
 Dr. W. GILL WYLIE, Woman's Hospital, E. 49th Street.
 Mrs. WM. E. DODGE, JR., 262 Madison Avenue.
 Mr. GEO. CABOT WARD, 52 Wall Street.
 Mr. HENRY G. MARQUAND, 120 Broadway.
 Mr. LUCIUS LUCKERMAN, 90 Broadway.
 Dr. JAMES R. WOOD, 80 Irving Place.
 Dr. STEPHEN SMITH, 29 W. 42d Street.
 Dr. AUSTIN FLINT, 50 E. 34th Street.
 Dr. THOMAS M. MARROE, 20 W. 30th Street.

LOCAL VISITING COMMITTEE
FOR THE
Newburgh City & Town Almshouse,
STATE OF NEW YORK.

Officers.

MRS. OGDEN HOFFMAN, *President.*
MISS A. C. DELANO, *Secretary.*

Members.

Mrs. J. N. WEED.	Mrs. W. L. F. WARREN.
Mrs. H. K. BROWN.	Mr. WARREN DELANO.
Mrs. WILLIAM FELLOWS.	Mr. HENRY K. BROWN.
Mrs. MAJOR SHERMAN.	Mrs. CHARLES JENKINS.
Miss HOFFMAN.	Judge MONKELL.
Mrs. Dr. PIERCE.	Mrs. MONELL.
Mrs. J. N. STOUTENBURGH.	Mrs. ALFRED POST.
Miss ANNA CASE.	Mrs. HENRY ROBINSON.
Mrs. HAZLITT MCKIM.	Mr. HENRY DUDLEY.
Mrs. CLARENCE GORDON.	Mr. W. W. CARSON.
Mr. ROBERT L. CASE.	Mr. CYRUS B. MARTIN.

LOCAL VISITING COMMITTEE
FOR THE
Richmond County Institutions,
STATE OF NEW YORK.

Officers.

REV. JAS. S. BUSH, *President*, West New Brighton.
MRS. M. L. HARRISON, *Secretary*, " "

Members.

Rev. W. R. G. MELLEN.	Miss E. R. HENDERSON, West New Brighton.
Mrs. C. C. NORVELL.	Mrs. G. E. COOK, New Brighton.
Miss MARY HENDERSON.	Mrs. J. D. VERMEULE, West New Brighton.
Mrs. C. R. LOWELL, Jr.	Miss NORVELL, New Brighton.
Mrs. JAS. S. BUSH, W. N. Brighton.	Miss BANKS, West New Brighton.
Mrs. S. H. GAY, W. N. Brighton.	Miss M. BOGERT, New Brighton.
Mrs. A. W. SEXTON, W. N. Brighton.	Miss C. A. DUKE, New Brighton.
Mrs. JAS. MCANDREW, Manor Road.	Mrs. NICOLL FLOYD, W. N. Brighton.
Mrs. G. W. CURTIS, W. N. Brighton.	Capt. THOS. MELVILLE, N. Brighton.
Miss H. DUER, New Brighton.	Dr. T. M. WALSER, New Brighton.
Miss BARD, West New Brighton.	Mr. E. B. MERRILL, W. N. Brighton.
Mrs. G. O. HOLYOKE, W. N. Brighton.	
Miss LIVINGSTON, W. N. Brighton.	

[APPENDIX B.]

CONSTITUTION AND BY-LAWS

OF THE

State Charities Aid Association.

ADOPTED MAY 11, 1872.

ARTICLE I.

The Name of this Association shall be the STATE CHARITIES AID ASSOCIATION.

ARTICLE II.

The Objects of the Association shall be: 1st. To promote an active public interest in the New York State Institutions of Public Charities, with a view to the physical, mental and moral improvement of their pauper inmates. 2d. To make the present pauper system more efficient, and to bring about such reforms in it as may be in accordance with the most enlightened views of Christianity, Science and Philanthropy.

ARTICLE III.

The Association shall make an Annual Report on the 1st day of March to the Board of State Commissioners of Public Charities of the State of New York.

ARTICLE IV.

The Association shall be composed of both men and women.

ARTICLE V.

The Officers of the Association shall consist of a President, Vice-President, Secretary and Treasurer. They, excepting the

Secretary, shall be elected for the year by a two-thirds vote, by ballot, of members present at the Annual Meeting. The Secretary shall be appointed and removed by the Executive Committee. In case of the death or resignation of an officer, excepting the Secretary, a successor for the remainder of the year may be elected by a two-thirds vote, by ballot, of members present at any regular Monthly Meeting of the Association, two weeks' notice having been previously given in writing to all members by the Secretary.

Officers shall be ex-officio members of all Standing Committees.

ARTICLE VI.

The President shall preside at all meetings of the Association; shall appoint the members of Standing Committees; shall call Special Meetings at discretion or upon the written request of three members; shall appoint Special Committees, and shall have the objects and general interests of the Association in charge. The President shall, once every year, appoint an Auditing Committee to examine and report upon the accounts of the Association. This Committee shall consist of three gentlemen, not members of this Association.

ARTICLE VII.

The Vice-President shall, in the absence of the President, preside at all meetings of the Association, or appoint a presiding officer from among those members of the Association present, and shall perform the ordinary duties of the President.

ARTICLE VIII.

The Secretary shall be the Chief Executive Officer of the Association, solely responsible for the management of its affairs, under such general rules and orders as shall be adopted by resolution of the Executive Committee. It shall be the special duty of the Secretary, in the first place, to bring about, by correspondence and personal visitation, the organization of Local Visiting Committees, auxiliary to this Association, for every Institution of Charity supported by the public funds in the State of New York, and afterward to maintain such correspondence with

and obtain such returns from them as shall be necessary to the furtherance of the objects of the Association.

The Secretary shall keep minutes of the proceedings of all the meetings of the Association and of the Executive Committee; shall give notice of all Special Meetings; shall receive and file the reports of the different committees, and keep any accounts and records of the Association that may be required.

The Secretary shall obtain money needed to meet the expenses of the Association by written requisition, countersigned by one other member of the Executive Committee, upon the Treasurer, and shall account for the same at the Monthly Meetings of the Executive Committee, and at the Annual Meeting of the Association.

The Secretary shall make written Monthly and Annual Reports to the Executive Committee.

ARTICLE IX.

The Treasurer shall collect and have charge of the funds of the Association; shall keep a regular account thereof, and make Monthly and Annual Reports of the condition of the treasury at the regular meetings of the Association.

ARTICLE X.

There shall be an Executive Committee, composed of the Officers of the Association and the Chairmen of the Standing Committees. It shall hold meetings just previous to the regular Monthly Meetings of the Association, and oftener if desirable; it shall elect its own Chairman, and make its own By-Laws; shall report in writing at the Monthly Meetings, and shall make a written Annual Report for the Association to the New York State Commissioners of Public Charities.

It shall be the duty of this Committee to define and adopt such course of action as may best promote the objects of the Association, and to devise ways and means for increasing the usefulness and efficiency of the Association.

It shall have authority to enforce the observance by all members of the Articles of the Constitution and By-Laws of the Association.

It shall provide for the visitation by its members, from time

to time, of the Institutions of Public Charities throughout the State.

This Committee shall put itself into communication with the New York State Commissioners of Public Charities.

ARTICLE XI.

There shall be Three Standing Committees, as follows :

1. Committee on Children.
2. Committee on Adult Able-bodied Paupers.
3. Committee on Hospitals.

These Committees shall elect their own Chairmen, make their own By-laws, and, under the general instruction of the Secretary, they shall aid in the organization of, and correspondence with, the Local Visiting Committees.

They shall make written Monthly and Annual Reports of their work at the regular meetings of the Association.

ARTICLE XII.

It shall be the duty of the Committee on Children to inform itself of the number, present condition, plan of education and ultimate disposition of the children in the Reformatories of this State, and in the State Institutions of Public Charities. It shall be the duty of this Committee to urge upon the community the very great importance of enforcing such enlightened measures in the care and training of these children as may tend to effectually destroy hereditary pauperism in this State, and to best enable them to become useful citizens and good men and women.

ARTICLE XIII.

It shall be the duty of the Committee on Adult Able-bodied Paupers to ascertain the number of able-bodied pauper men and women supported in the almshouses of this State, and the character and value of the labor, if any, performed by them. It shall be the endeavor of this Committee to have workhouses erected, to have the laws for the arrest and commitment of vagrants enforced, to relieve the industrious members of the community from the support of the idle, to uphold the dignity of labor, and, in a country where work can always be obtained, to

take such measures as shall tend to abolish beggary and vagrancy.

ARTICLE XIV.

It shall be the duty of the Committee on Hospitals: 1st. To inform itself of the number and present condition of the sick, the inebriate, insane, blind, deaf-and-dumb, idiot and aged paupers in the New York State Institutions of Public Charities, and to urge the adoption of such measures as are best adapted to restore the health, alleviate the sufferings, secure the humane care and comfort, and contribute to the happiness of these afflicted and aged people. 2d. To collect and impart information in regard to the latest and most approved plans for the construction, ventilation and disinfection of hospitals and asylums; to prepare plans of organization for their kitchen, linen, laundry and nursing departments, and to acquaint themselves with such hygienic and sanitary regulations as are in accordance with the most advanced views of the medical profession.

ARTICLE XV.

There shall be Local Visiting Committees for every Institution of Charity, supported by the public funds, in the State. These shall receive their appointment from the Executive Committee of this Association, through its Secretary.

The President and Secretary of all Local Visiting Committees shall be ex-officio Associate Managers of this Association. They shall make monthly reports of the work of their Committees to the Secretary of the State Charities Aid Association on the first day of every month, and an Annual Report on the 1st day of February. They shall correspond with the State Charities Aid Association, and shall work under its control and by its direction.

ARTICLE XVI.

Advisory Members may be added at the discretion of the Association. Their duties shall be to further the objects of the Association, by advice and active assistance, whenever called for by the Executive Committee.

ARTICLE XVII.

Associate Members residents of the State of New York, and

Honorary Members not residents of this State, may be added at the discretion of the Association.

ARTICLE XVIII.

The Monthly Meetings of the Association shall be held on the last Thursday of every month, July and August excepted. The Annual Meeting shall be held on the last Thursday of February. Seven members shall constitute a quorum at any meeting of the Association. Members may be admitted by a two-thirds vote by ballot of members present at any regular meeting of the Association, the name of the proposed member having been sent to the Chairman of the Executive Committee one week before the meeting.

The failure of any member to attend three consecutive Monthly Meetings, without giving notice to the Secretary, may be considered by the President as equivalent to a resignation.

Associate Managers, Advisory, Associate and Honorary Members may attend the regular meetings of the Association, and, upon invitation of the President, may take part in the proceedings, but shall not be entitled to vote.

ARTICLE XIX.

The By-Laws, Rules, and Regulations adopted by the different Committees must be in accordance with, and subordinate to, the Constitution and By-Laws of the Association. The By-Laws of the Association must be in accordance with, and subordinate to, the Articles of the Constitution. The By-Laws of the Association may be amended by a two-thirds vote of members present at any regular Monthly Meeting of the Association.

ARTICLE XX.

This Constitution may be amended by a two-thirds vote of members present at any regular meeting of the Association, intention to move the proposed amendment having been handed in to the Secretary three weeks previous to the meeting. The Secretary shall send to each member of the Association two weeks' notice of this meeting, with a written copy of such proposed amendment. To constitute a quorum at this meeting, two-thirds of all the members of the Association must be present.

BY-LAWS.

No. 1.—ORDER OF BUSINESS.

The following shall be the Order of Business at the regular meetings of the Associations :

1. The Secretary shall read the minutes of the last preceding meeting. Action thereon.
2. Report of the Treasurer, and action thereon.
3. Reports, if any, of other Officers, and action thereon.
4. Report of Executive Committee, and action thereon.
5. Reports of Standing Committees, and action thereon.
6. Reports of Special Committees, if any, and action thereon.
7. Unfinished Business.
8. New Business.
9. The President may read any written communications, or selections from printed matter, bearing upon the work of the Association.

No. II.

At any Special Meeting of the Association, the business for which the meeting has been called shall be transacted, and no other business.

No. III.

At Meetings of the Executive Committee three members shall constitute a quorum.

[APPENDIX C.]

State Charities Aid Association.

Organized May 11, 1872.

OFFICE, 52 EAST 20th STREET, NEW YORK.

OFFICERS,

THEODORE W. DWIGHT, LL. D., *President*, 37 Lafayette Place.
MISS LOUSIA LEE SCHULYER, *Vice-President*, 19 West 31st St.
MISS R. B. LONG, *Secretary*.
MR. JOHN CROSBY BROWN, *Treasurer*, 59 Wall Street.

Committee on Children.

Mrs. P. M. CLAPP, <i>Chairman</i> , 118 East 33th Street.	Mr. C. L. BRACE, 19 East 4th Street.
Mrs. ALFRED PELL, 18 East 30th Street.	Mr. C. H. MARSHALL, 170 Fifth Avenue.
Miss G. SCHUYLER, 19 West 31st Street.	Mr. A. L. RICHARDS, 42 South Street.

Committee on Adult Able-bodied Paupers.

Mr. HOWARD POTTER, 37 East 37th Street.	Miss ELLEN COLLINS, 97 West 11th Street.
Mrs. D'ORÉMIÉULX, 261 Greene Street.	Mr. JACKSON S. SCHULTZ, 200 Madison Avenue.

Committee on Hospitals.

Mrs. JOSEPH HOBSON, <i>Chairman</i> , 6 East 17th Street.	Dr. JOHN J. CRANE, 31 West 21st Street.
Miss E. VAN RENSBELAER, 39 East 9th Street.	Dr. ALLAN McLANE HAMILTON, 110 Madison Avenue.
Miss LYON, 11 East 12th Street.	Dr. W. GILL WYLIE, 146 East 34th Street.
Mr. F. L. OLMSTED, 110 Broadway.	Dr. GOUVERNUR M. SMITH, 14 East 17th Street.
Mr. LEVI P. MORTON, 503 Fifth Avenue.	

ADVISORY MEMBERS.

Mrs. HAMILTON FISH, 251 East 17th Street.	Dr. EMILY BLACKWELL, 128 Second Avenue.
Mrs. MINTURN, 60 Fifth Avenue.	Mr. WILLIAM C. BRYANT, 24 West 16th Street.
Mrs. N. P. HOSACK, 15 West 21st Street.	Mr. ROBERT J. LIVINGSTON, 10 East 48th Street.
Mrs. HENRY B. SMITH, 108 East 25th Street.	Mr. CHARLES O'CONOR, 59 Wall Street.
Mrs. ALEXANDER HAMILTON, 17 Washington Square.	Mr. WILLIAM E. DODGE, Jr., 262 Madison Avenue.
Mrs. LEWIS M. RUTHERFORD, 175 Second Avenue.	Rev. B. K. PEIRCE, D.D., Chaplain House of Refuge, Randall's Island.
Mrs. SCHUYLER, 19 West 31st St.	Dr. AUSTIN FLINT, 50 East 34th St.
Mrs. CYRUS W. FIELD, 88 Gramercy Park	Dr. WILLARD PARKER, 41 East 12th Street.
Mrs. GEORGE CURTIS, 27 Washington Place.	

ASSOCIATE MANAGERS.

Mrs. DAVID LANE, 7 Univerity Place, <i>President Local Visiting Committee for Bellevue Hospital.</i>	Mrs. FRANK VINCENT, Tarrytown, N. Y., <i>President Local Visiting Com. Westchester Co. Poorhouse.</i>
Miss ROSALIE BUTLER, 31 East 38th Street, <i>Secretary Local Visiting Committee for Bellevue Hospital.</i>	Miss F. CHAPIN, Tarrytown, N. Y., <i>Secretary Local Visiting Committee Westchester Co. Poorhouse.</i>

The above-named ladies and gentlemen, interested in the welfare of the poor in our State Institutions of Charities, have lately organized themselves into an Association for the purpose of establishing Local Visiting Committees for the Almshouses, Hospitals, and other Public Institutions of Charities throughout the City and State of New York. They hope in time to have every such institution regularly and systematically visited by committees of ladies and gentlemen, carefully selected from among the most enlightened and benevolent members of the community. Through the active co-operation of these Visitors the members of the Association feel confident of being able to bring about the objects they have in view. These objects, according to their constitution, are twofold: "1. To promote an active public interest in the New York State Institutions of Public Charities, with a view to the physical, mental and moral improvement of their pauper inmates; 2. To make the

present pauper-system more efficient, and to bring about such reforms in it as may be in accordance with the most enlightened views of Christianity, Science and Philanthropy."

Very little interest has been taken by private individuals in the condition of the pauper inmates of our State Institutions. We have all heard of Bellevue and Blackwell's Island, of County Poorhouses and City Almshouses, of this and that Asylum and Hospital and Reformatory. But how many of us ever go into them, to read and talk and take little comforts to the sick, to see that they are properly nursed and taken care of; to ask what becomes of the children, whether they are growing up to be paupers and vagrants, like their parents and grandparents, a class of hereditary paupers, or whether they are properly cared for and helped to become good and useful men and women? Do we ever ask about or do anything for the insane, often kept in our County Poorhouses for months, when the difference of a few weeks in sending them to proper asylums may make the difference of complete recovery or lifelong insanity? What becomes of the adult pauper blind, of adult mutes and idiots, for whom there are no State Asylums?

We know but little about this whole subject, but the little we do know makes us feel that this ignorance, apathy, and want of Christian sympathy on our part with these unfortunate fellow-beings, should be superseded by an active interest in their present condition and future welfare.

We hope to create this active public interest, and ultimately, in connection with the State Board of Charities, to be the means of having the inmates of the County Poorhouses more strictly classified; to remove entirely the unfortunate children of paupers to temporary asylums, whence they shall be distributed in good homes among families; to have the sick more tenderly cared for; to transfer the blind, the mute, the insane and idiots to appropriate asylums; to insure the removal of able-bodied paupers to work-

houses erected for the purpose, and to promote the cleanliness, good order and proper sanitary condition of these public institutions.

This Association has already began its work in New York City, through its "Local Visiting Committee for Bellevue Hospital," and also in Westchester County, thus far with beneficial results.

To enable the Association to carry out its purposes, an annual income of between \$4,000 and \$5,000 will be necessary. This is required for office rent in this city, for the salary and travelling expenses of an Executive Officer, for printing, stationery and other expenses. All who are interested in this work are requested to aid by contributions of money.

THEODORE W. DWIGHT, *President.*

LOUISA LEE SCHUYLER, *Vice-President.*

Donations and Annual Subscriptions may be sent to the Treasurer,

JOHN CROSBY BROWN,

59 Wall Street, New York.

Condition of persons remaining in various State Institutions of Charities at the close of their statistical year, 1870:

Children (under 16 years).....	1,277
Juvenile Delinquents.....	3,181
Blind	485
Deaf Mutes.....	689
Insane.....	4,428
Idiots.....	724
Epileptics.....	310
All other persons	9,814

Whole number of persons supported and relieved during the year:

In State Institutions.....	—
Supported in City Almshouses.....	40,191
Temporarily relieved.....	45,025
Supported in County Poorhouses.....	18,945
Temporarily relieved.....	56,771

Amount expended during the year:

State Institutions (including building).....	\$1,362,339 25
City Almshouses (in door and out-of-door relief).....	1,405,865 09
County Poorhouses (in-door and out-of-door relief).....	1,187,460 35
Total amount expended.....	\$3,955,664 69

[APPENDIX D.]

To the Honorable Board of Supervisors of Westchester County, N. Y.

GENTLEMEN: In pursuance of the recommendation of the Board of State Commissioners of Charities, and also that of Governor Hoffman in his message to the Legislature, the undersigned in January last formed themselves into an Association, with a Constitution and By-laws for the guidance of its members, a copy of which has been furnished to each member of your Board, and to which your petitioners respectfully refer.

It may be briefly stated that the object of the Association is to visit regularly and systematically all the departments of the Westchester County Poorhouse, and, acting in concert with the Superintendents of the Poor, to aid in bringing about such reforms as may be practicable in the mental, moral and physical condition of its inmates.

Similar associations are being formed in every county of the State. In the City and County of New York the Society is accepted by the Commissioners of Public Charities as a valuable auxiliary, and much good has already been accomplished as the result of but one year's experience. It is evident that the citizens of the State are aroused to the importance of this duty, which has long been neglected, and that hereafter the Superintendents of the Poor may rely upon a hearty support and co-operation from the public at large in their endeavors to solve in the most judicious manner the difficult problem of poorhouse management.

The great increase of wealth and population in this county is accompanied by large expenditures for material improvements of all kinds. The present appropriation of about \$20,000 per annum for support of the poorhouse is so small in proportion to other expenditures, that an additional sum of, say, five thousand dollars can well be devoted to the claims of the poor.

Assuming that the Superintendents of the Poor of this County would be pleased to introduce some much-needed reforms in their administration of the Poorhouse, for which they have not money at their disposal, your petitioners address themselves directly to the Board of Supervisors, to request additional appropriations for the following purposes:

1. A Resident Physician, who shall be a graduate of a Medical College, in addition to the Visiting Physician now employed.

The number of persons in the buildings averages from three hundred and fifty to four hundred, composed of very old, very young, and mostly infirm persons, beside the sick and insane. It requires the constant supervision of the whole by a competent Resident Physician, to ensure proper conditions of hygiene, not only for the sick, but among those not actually in hospital.

2. Four paid experienced nurses: a man for the men's

department; a woman for the women's department; a man to take charge of the insane men; a woman to be in charge of the insane women.

The nursing is now done by the pauper inmates. Their want of experience, and often their own infirmities, render them wholly inefficient. This addition to the existing force is absolutely needed to save much suffering, as it is impossible for the keeper's wife, already fully occupied with the care of so large an establishment, to devote much of her time to the very sick.

3. A paid respectable woman to have special charge of the children.

For the want of this appropriation, the Superintendents have been obliged to make use of pauper inmates for this most important duty.

At this time the children are under the immediate charge of an old woman, one of three generations of paupers now in the Poorhouse. This old woman was formerly a drunkard, and her daughter, who assists in the care of the children, has a disease of the eyes, which is apparently communicated to them.

4. Suitable food and clothing for the children.

5. An additional compensation to the Chaplain, so that, in all cases where the funeral services over the dead are not held by others who have been selected, it shall be his duty to see that the dead receive Christian burial.

6. That the order for committing vagrants and criminals to the County Poorhouse be rescinded, as unjust and degrading to those inmates who are victims of poverty and not of crime.

7. That the Superintendents be authorized to expend the small additional sums necessary for a proper classification of the paupers, viz. :

a. Such alterations of the buildings as may be necessary to ensure a complete separation of the sexes.

- b. Alteration of the cells for the insane, in accordance with the present enlightened treatment of this disease.
- c. A separate room for confinements.
- d. The virtuous and respectable of the paupers, especially of the women, to be put in separate rooms from the vicious and degraded.

If the inmates of the poorhouse were composed entirely of the known residents of the townships, this last recommendation might not be so important. But, according to the Supplementary Report of the Superintendents of the Poor (1871), it is shown that some towns send seven persons, some six, some five, some four, and one town none at all (in the whole 587), while nearly double this number (1158) are from the county at large, that is, homeless vagrants, many of them of the lowest kind. On the other hand, many of those sent from towns are of respectable Westchester county families, reduced to poverty by sickness or misfortune.

Your petitioners respectfully request that if their petition be referred, as is customary, to the Committee on Superintendents of the Poor, they may be summoned before that Committee to furnish said Committee and your Honorable Board with detailed information on the above subjects, and also to show to what extent this movement has the approval of the tax-payers of the county.

(Signed by about forty members of the Local Visiting Committee for the Westchester County Poorhouse.)

TARRYTOWN. Presented Nov. 26, 1872.

~
No. 5.

V.L. 9826

STATE CHARITIES AID ASSOCIATION.

OFFICE:

52 EAST TWENTIETH STREET,
NEW YORK.

SECOND ANNUAL REPORT

OF THE

State Charities Aid Association

TO THE

STATE BOARD OF CHARITIES

OF THE STATE OF NEW YORK.

MARCH 1, 1874.

NEW YORK:

SLOTE & JANES, STATIONERS AND PRINTERS, 93 FULTON STREET,

1874.

No. 5.
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OFFICE:
52 EAST TWENTIETH STREET,
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SECOND ANNUAL REPORT

OF THE

State Charities Aid Association

TO THE

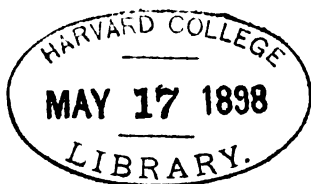
STATE BOARD OF CHARITIES

OF THE STATE OF NEW YORK.

MARCH 1, 1874.

NEW YORK:
SLOTE & JAMES, STATIONERS AND PRINTERS, 93 FULTON STREET,

1874.



The assoc.

State Charities Aid Association,

UNITED CHARITIES BUILDING,

105 EAST 22D STREET

New York, May 16 th 1898

Dear Sir:-

In response to your
favor of the 12th inst. we
are sending you such
of our reports as we
are able to furnish.
The 6th and 7th annuals
are out of print.

Yours respectfully
E. M. Lury

NO. 5.
State Charities Aid Association.

OFFICE, 52 EAST 20th STREET, NEW YORK.

OFFICERS.

President:

MISS LOUISA LEE SCHUYLER, 19 W.
31st St.

Treasurer:

MR. JOHN CROSBY BROWN, 59 Wall
St.

Vice-Presidents:

MR. HOWARD POTTER.
MRS. JOSEPH HOBSON.
MR. DORMAN B. EATON.

Secretary:

MISS E. E. RUSSELL.

Associate Secretary:

MISS R. B. LONG.

~~Corresponding Secretary:~~

ERRATA.

For MRS. JOSEPH HOBSON, 2d Vice-President, read MISS ELLEN COLLINS, 2d Vice-President.

For MISS ELLEN COLLINS, Chairman Children's Committee, read MISS A. P. CARY, Chairman Children's Committee.

On Hospitals:

MRS. JOSEPH HOBSON, *Chairman*, 6 E.
17th St.

MISS E. VAN RENSSELAER, 39 E. 9th St.

" WOOLSEY, 17 East 33d St.

" GOULD, 5 Madison Square, N.

MR. FREDK. LAW OLMSTED, 209 West
46th St.

" LEVI F. MORTON, 503 5th Ave.

DR. ALPHEUS B. CROSBY, 14 E. 47th St.

" W. GILL WYLIE, 17 East 49th St.

" GOUVERNEUR M. SMITH, 14 East
17th St.

REV. H. C. POTTER, D.D., 804 B'dway.

DR. ERNST KRACKOWIZER, 16 West
12th St.

MR. FRANCIS A. STOUT, 21 E. 9th St.

On Library:

DR. ERNST KRACKOWIZER, *Chairman*, 16 West 12th St.

REV. H. W. BELLOWES, D.D., 232 East
15th St.

DR. C. H. AGNEW, 206 Madison Ave.

REV. H. C. POTTER, D.D., Grace Church
Rectory.

DR. ELISHA HARRIS, 58 Bible House.

" W. GILL WYLIE, 17 East 49th St.

MR. FRANCIS A. STOUT, 21 E. 9th St.

MRS. HARTMAN KUHN, 267 5th Ave.

MRS. FREDK. R. JONES, 49 E. 23d St.

ADVISORY MEMBERS.

MRS. HAMILTON FISH, 251 E. 17th St.

" MINTURN, 60 5th Ave.

" N. P. HOSACK, 15 West 21st St.

" HENRY B. SMITH, 108 E. 25th St.

" ALEXANDER HAMILTON, 17
Washington Square.

" LEWIS M. RUTHERFORD, 175 2d
Ave.

MRS. SCHUYLER, 19 West 31st St.

" CYRUS W. FIELD, 88 Gramercy
Park.

" GEORGE CURTIS, 27 Washington
Place.

" DAVID LANE, 35 West 21st St.

MISS JANE STUART WOOLSEY, Presby-
terian Hospital.

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Mrs. J
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NO. 3.

State Charities Aid Association.

OFFICE, 52 EAST 20TH STREET, NEW YORK.

OFFICERS.

President:

MISS LOUISA LEE SCHUYLER, 19 W.
31st St.

Treasurer:

MR. JOHN CROSBY BROWN, 59 Wall
St.

Secretary:

MISS E. E. RUSSELL.

Associate Secretary:

MISS R. B. LONG.

Vice-Presidents:

MR. HOWARD POTTER.
MRS. JOSEPH HOBSON.
MR. DORMAN B. EATON.

Corresponding Secretary:

MRS. PHILIP L. VAN RENSSELAER.

STANDING COMMITTEES.

On Children:

MISS ELLEN COLLINS, *Chairman*, 97
West 11th St.
" CARY, 267 5th Ave.
MRS. FRED. R. JONES, 49 E. 23d St.
MISS C. H. PATTERSON, 30 W. 20th St.
MRS. LUCIUS TUCKERMAN, 230 Madison Ave.
MR. C. L. BRACE, 19 E. 4th St.
" C. H. MARSHALL, 7 University Pl.
" A. L. RICHARDS, 42 South St.

On Adult Able-Bodied Paupers:

MR. HOWARD POTTER, 37 E. 37th St.
" DORMAN B. EATON, Washington.
MRS. d'OREMIEUX, 7 Winthrop Pl.
MR. JACKSON S. SCHULTZ, 200 Madison Ave.
" S. F. EMMONS, 47 Lafayette Pl.
PROP. CHARLES A. JOY, Columbia Coll.

On Hospitals:

MRS. JOSEPH HOBSON, *Chairman*, 6 E.
17th St.
MISS E. VAN RENSSELAER, 39 E. 9th St.
" WOOLSEY, 17 East 33d St.
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" W. GILL WYLIE, 17 East 49th St.
" GOUVERNEUR M. SMITH, 14 East
17th St.
REV. H. C. POTTER, D.D., 304 B'dway.
DR. ERNST KRACKOWIZER, 16 West
12th St.

On Reading-matter for Hospitals and other Public Institutions:

MRS. ALFRED PELL, *Chairman*, 18 East
30th St.
MISS H. L. ROBBINS, 116 West 21st St.
" HYDE, 30 West 11th St.
" EVA HYDE, 30 West 11th St.
MR. FRANCIS A. STOUT, 21 E. 9th St.

On Library:

DR. ERNST KRACKOWIZER, *Chairman*,
16 West 12th St.
REV. H. W. BELLOWES, D.D., 232 East
15th St.
DR. C. K. AGNEW, 206 Madison Ave.
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" GEORGE CURTIS, 27 Washington
Place.
" DAVID LANE, 35 West 21st St.
MISS JANE STUART WOOLSEY, Presby-
terian Hospital.

ADVISORY MEMBERS—Continued.

DR. EMILY BLACKWELL, 53 E. 20th St.
 MRS. P. M. CLAPP, 33 East 23d St.
 " ALFRED FELL, 18 East 30th St.
 Miss G. SCHUYLER, 19 West 31st St.
 MRS. WM. C. BRYANT, 24 West 16th St.
 " ROBERT J. LIVINGSTON, 10 East 41st St.
 " G. W. CURTIS, W. New Brighton, S. I.
 " CHARLES O'CONOR, 59 Wall St.
 " WM. E. DODGE, JR., 262 Madison Ave.
 GEN. F. C. BARLOW, 118 East 30th St.
 DR. AUSTIN FLINT, 263 5th Ave.
 " WILLARD PARKER, 41 East 12th St.
 " JACOBI, 110 West 34th St.
 PROF. T. W. DWIGHT, 8 Gt. Jones St.
 " C. F. CHANDLER, 70 E. 49th St.
 " J. S. NEWBERRY, 49th St. cor. 4th Ave.

MR. H. G. STEBBINS, 50 Exchange Pl.
 " GEO. T. STRONG, 113 East 21st St.
 DR. C. R. AGNEW, 306 Madison Ave.
 " W. H. VAN BUREN, 104 Madison Ave.
 " ELISHA HARRIS, 58 Bible House.
 REV. H. W. BELLOW, D. D., 232 East 15th St.
 " E. A. WASHBURN, D. D., 103 East 21st St.
 " THOMAS DE WITT, D. D., 55 East 9th St.
 " WM. ADAMS, D. D., 8 E. 24th St.
 " W. R. WILLIAMS, 27 Grove St.
 " JOHN E. COOKMAN, 263 West 34th St.
 " E. H. CHAPIN, D. D., 14 E. 33d St.
 " E. MCGLYNN, D. D., 142 E. 29th St.
 " SAMUEL ADLER, D. D., 604 Lexington Ave.
 " G. F. KROTEL, 47 West 21st St.

ASSOCIATE MANAGERS.

Visiting Committees for Public Institutions of—

Westchester Co.

President,
 HON. THOMAS NELSON, Peekskill.
Vice-President,
 MRS. FRANK VINCENT, Tarrytown.
Secretary,
 Miss ANNA ROCKWELL, Tarrytown.

New York Co.. (BELLEVUE HOSPITAL.)

President,
 MRS. JOSEPH HOBSON, 6 E. 17th St.
Secretary,
 Miss ROSALIE BUTLER, 81 E. 38th St.

(RANDALL'S ISLAND.)

President,
 Miss C. H. PATTERSON, 30 West 20th St.
Secretary,
 Miss BELLOW, 232 E. 15th St.

Orange Co.

President,
 MRS. W. M. FELLOWS, Newburgh.
Secretary,
 Miss A. L. DELANO, Newburgh.

Richmond Co.

President,
 REV. JAS. S. BUSH, W. New Brighton, S. I.
Secretary,
 MRS. M. L. HARRISON, West New Brighton, S. I.

Jefferson Co.

President,
 MRS. E. B. WYNN, Watertown.
Secretary,
 MRS. E. Q. SEWALL, Watertown.
Treasurer,
 MRS. A. R. FLOWER, Watertown.

Suffolk Co.

President,
 HON. WM. NICOLL, Islip, L. I.
Vice-President,
 MRS. R. T. GOLDSMITH, Peconic, L. I.
Secretary,
 Miss AMELIA SMITH, Yaphank, L. I.

Queens Co.

President,
 MR. WM. H. ONDERDONK, Gt. Neck.
Vice-President,
 MRS. E. P. WILLETS, Lakeville.
Secretary,
 MRS. HENRY B. PRICE, Hempstead.

Niagara Co.

President,
 HON. LEVI F. BOWEN, Lockport,
Vice-President,
 MRS. J. L. BREYFOGLE, Lockport.
Secretary,
 Miss HARRIET M. DAYTON, Lockport.

Oswego Co.

President,
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Vice-President,
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Secretary,
 MRS. W. A. POUCHER, Oswego.

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Vice-President,
 Miss M. PIFFARD, Piffardinia.
Secretary,
 MRS. JAMES B. ADAMS, Geneseo

ASSOCIATE MANAGERS—Continued.

Visiting Committees for Public Institutions of—

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St., Rochester.

1st Vice-President,
MRS. DR. M. STRONG, 10 South Wash-
ington St., Rochester.

2d Vice-President,
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Avenue, Rochester.

Recording Secretary,
MISS C. L. ROCHESTER, 33 Spring St.,
Rochester.

Corresponding Secretary,
MRS. OSCAR CRAIG, 28 Spring Street,
Rochester.

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1st Vice-President,
MRS. WM. J. BUDDINGTON, Brooklyn.

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MRS. C. A. FIELD, 188 Hicks St., B'klyn.

Corresponding Secretary,
MRS. GORDON L. FORD, 97 Clark St.,
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merhorn St., Brooklyn.

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MR. CHARLES A. RICHARDSON, Canan-
daigua.

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Secretary,
MISS ANTOINETTE PIERSON, Canan-
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1st Vice-President,
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2d Vice-President,
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3d Vice-President,
HON. GEO. F. COMSTOCK, Syracuse.

Recording Secretary,
MRS. W. T. HAMILTON, Syracuse.

Corresponding Secretary,
MRS. R. FRIZZELLE, Syracuse.

SPECIAL COMMITTEE

ON THE ERECTION OF A NEW BELLEVUE HOSPITAL.

Rev. Henry Potter, D. D., <i>Chairman</i>	804 Broadway.
Mr. J. M. Hurtado, <i>Secretary</i>	52 Wall Street.
Rev. Henry W. Bellows, D. D.	232 East 15th Street.
Mr. Frederick Law Olmsted	241 West 45th Street.
Mr. George T. Strong.....	113 East 21st Street.
Dr. C. R. Agnew	266 Madison Avenue.
Dr. William H. Van Buren	104 Madison Avenue.
Dr. Elisha Harris	58 Bible House.
Prof. J. S. Newberry	49th Street, Cor. Fourth Avenue.
Mr. James W. Beekman	5 East 34th Street.
Mrs. Joseph Hobson	6 East 17th Street
Miss E. Van Rensselaer	39 East 9th Street.
Mrs. Hartman Kuhn	267 Fifth Avenue.
Mrs. Robert Woodworth.....	18 East 37th Street.
Miss Gould.....	5 Madison Square, N.
Mr. Levi P. Morton	503 Fifth Avenue.
Dr. W. Gill Wylie	17 East 49th Street.
Dr. Alpheus B. Crosby.....	14 East 47th Street.
Dr. Gouverneur M. Smith.....	14 East 17th Street.
Miss Louisa Lee Schuyler	19 West 31st Street.
Mr. John Crosby Brown	36 East 37th Street.
Mr. Francis A. Stout ...	21 East 9th Street.
Mrs. Henry A. Coit	55 Clinton Place.
Mrs. Philip L. Van Rensselaer.....	12 West 86th Street.
Mr. Howard Potter	37 East 37th Street.
Miss E. E. Russell	126 West 13th Street.
Dr. Ernst Krackowizer.....	14 West 12th Street.
Prof. Chas. A. Joy.....	Columbia College.
Mr. Dorman B. Eaton	12 Fifth Avenue.

SECOND ANNUAL REPORT
OF THE
State Charities Aid Association.

MARCH 1, 1874.

To the State Board of Charities:

GENTLEMEN : In presenting our Second Annual Report to you, we feel that we may lay claim to the fulfilment of the hope expressed to you a year ago. We said then, speaking of the citizens of this State : " Our people are essentially humane. It is because they are ignorant of its existence that they allow human suffering to go unchecked or unrelieved ; never, because they are not ready and willing to act in its behalf,"—and our faith in them has been justified during the past year. Everywhere, in spite of the experimental nature of our reform-movement, no sooner have its objects been explained than the response has been immediate. The most enlightened and influential members of the community, men and women, have enrolled themselves for active duty ; those who have never worked before in any systematic way, those whose time is the most precious thing they have to give ; while clergymen, physicians, lawyers, hard-working business men would seem to have recognized the importance of a movement, which not only aims at the alleviation of present suffering, but also, gentlemen, in the words of one of your own members, includes " the study of pauperism with a view to its reduction." And when we contrast the jealousy of the officials of older countries, with the friendly welcome extended to our volunteer offers of assistance from those same officials here ; when we contrast the hopelessness of so many would-be reformers

in the older countries with the moral power possessed by the individual here, is not our faith in our Republican Institutions more than ever strengthened? Is it not simply another proof of the warm, patriotic life-blood flowing through the homes of this land, by which each individual feels himself to be a part of the nation, and as such responsible for every violation of national duty; yes, and as it has been proved time and again, ready at any moment to leave these homes for battlefield, or ballot-box, or hospital-ward.

When we last addressed you, but five Visiting Committees were organized. This number has been increased to fifteen. Our visitors then numbered one hundred and fifty: they now number *over a thousand*. In one county in this State, the atrocious system of *farming out the poor to the lowest bidder*, through the influence of our visitors, will be abandoned on the first of April next, when the contract expires, and county buildings will be provided. This horrible system will then no longer exist in any part of the State. In Rochester the Committee has added the Out-door Relief work to its prescribed duties in the Poorhouse, has divided the whole city into fourteen districts, and, working in concert with the Overseers of the Poor, is distributing relief and exposing imposture with an efficiency and thoroughness which command our warmest admiration. Much attention is also being given here to the study of the causes of pauperism. This same investigation of the Out-door Relief system, working in co-operation with the Overseers of the Poor, has also, to a smaller extent, been in successful operation in another county. Here, too, many improvements have been brought about in the Poor House. In Brooklyn, a large, earnest, and influential organization has recently been effected, and we look now for the same active co-operation that is associated with the record of our sister city throughout the Rebellion. In other counties, where Alms-houses and Poor-houses were comparatively well-managed, our visitors have turned their attention more especially to the Jails. In one instance the Jail has been indicted as a nuisance by the Grand Jury; in another, reforms will no doubt shortly be

made, with the aid of the N. Y. Prison Association. And here some explanation seems necessary as to why these Sub-Committees on "Jails" should be so often added to our Visiting Committees, when this department properly belongs to the N. Y. Prison Association. The fact is that these Committees have never been added at our request, but always at the request of the local visitors. The Jail often stands near the other buildings, and the community is interested in the Prison Reform movement as well as in the reform of the Public Charities, and it is natural for friends and neighbors to prefer working together. In all cases the visitors to the Jail are obliged to report directly to the Prison Association, and they receive their instructions directly from that much-respected and valued body.

In New York City the Officers of our two Visiting Committees for Bellevue Hospital and Randall's Island are received officially once a month by the City Commissioners of Charities, and present their Reports in person. Nearly a year ago the Bellevue Committee was reorganized to cover the visiting of six of the Public Hospitals, three in the City, and the others on Blackwell's and Harts' Islands. But the principal feature connected with the work of the Bellevue Hospital visitors has been the successful establishment in the Hospital of the Training School for Nurses. The project was received with such favor by the community that the \$20,000 asked for by its originators was more than raised in a few weeks, a competent Lady Superintendent, and a few head-nurses were engaged, and a sufficient number of pupils obtained—women of an educated class—to open the school, as promised, on the 1st of May, and to take the entire charge of five wards of the Hospital. A comfortable home, very near to the Hospital, was procured for the Nurses, and it seems only necessary to add, in proof of the excellence of the training, that when, at the end of six months, from various causes the Superintendent found herself without *head-nurses*, three of the five months' probationers were able to take their places, and did do so, to the entire satisfaction of the physicians. The physicians have re-

cently asked to have the school extended over the entire Hospital. This will require more pupils, and an enlargement of the Home accommodations. Of the 73 applicants as pupils, but 29 were admitted, the majority being rejected on account of incapacity, physical weakness, or because belonging to the uneducated class, they fell below the standard of admission. Others were unwilling to serve the one year as scholar, and the second year as teacher, which is required. Of the 29 admitted, 3 were dismissed on account of ill health, 5 on account of inefficiency or unsuitableness, 2 on account of family claims which were paramount. There are 19 in the school at present. Six courses of lectures upon subjects connected with their profession have been given to the nurses by eminent physicians, and the success of the school is now an established fact. Since the formation of this school, two others have been opened, in Boston and in New Haven (see next page).

We may here speak of the importance of carefully-kept visitors' note-books. Charges of misconduct having been preferred against the Warden of one of the N. Y. City Hospitals, the testimony was of too conflicting a nature to convict him. At this juncture the note-books of our visitors were brought in evidence, and this testimony was pronounced conclusive. The Warden was dismissed.

To those Committees whose well-managed Poor Houses would seem to have left them "nothing to do," we would here offer our congratulations, requesting them at the same time to continue their organizations. A knowledge of the methods by which this excellence was attained, would be invaluable to us ; and we can assure them that those having the longest experience in visiting, have never found an Institution where visitors were not needed. In the best managed Poor Houses there are always sick people craving sympathy, there will always be old people glad of a listener to whom they can pour out the sorrows of their past lives. The opportunity for Christian ministrations is always open, the fellowship in Christ of rich and poor, as children of One Father, is always pleading for recognition. We are tempted to dwell too long upon the details of the work

accomplished by our various Visiting Committees. This is natural. It is they and not we who are doing the work. We listen and help whenever and wherever we can, strengthening our whole course, we hope, by such intelligent sympathy and active assistance as we may be able to render, and by uniting the scattered efforts in one strong bond, which is already recognized as a power for good in this* and other States.

We would fain pass over and forget the Westchester controversy, now so happily terminated, were it not the key-note of the most important feature of our work during the past year. The unjustifiable expulsion of our Visitors from the Westchester County Poor House will be long remembered as the one solitary instance of discourtesy on the part of the County Superintendents towards the ladies of their own community. Since then, that Board has been re-organised, a different spirit prevails, and the future of Westchester County will prove without doubt, that she too will soon rank with any County in the State in pushing on the most earnest measures of reform as regards enlightened provision for her poor.

But the exclusion of our visitors from this Poor House proved to be one of those blessings in disguise which are never appreciated at the moment, for it impressed upon us the importance of securing legislative action by which, under proper regulations, citizens shall have legal right to visit their Public Institutions of Charities. The subject was referred to our Special Committee on Legislation. This Committee, after careful consideration determined, with the full consent of every member of the Association, and the concurrence of the State Board of Charities, not to ask the Legislature to confer the power of appointing visitors upon our Association, but to add this feature to the authority already held by the State Board. Of course it was understood that the visitors of this Association should, if the bill became a law, be selected for appoint-

* At the date of writing, February 13th, many of the Annual Reports of our Visiting Committees, due February 1st, had not been received. We have consequently been unable to do justice to them in the body of this report.

ment by the State Board, and especially those visitors who had been refused admittance in Westchester County. The bill, drafted by the Chairman of our Committee on Legislation, Mr. Dorman B. Eaton, after going through various experiences and modifications was passed by the Senate, May 14th, by the Assembly May 21st, and, receiving the signature of Governor Dix on the same day, became law under the title of "An Act further to define the powers and duties of the Board of State Commissioners of Public Charities, and to change the name of the Board to State Board of Charities," chap. 571 of the laws of 1873. Three new Commissioners were also to be appointed, and the Governor selected as one of them Mr. Howard Potter, a member of this Association. On the 21st of October the Westchester visitors were appointed and, since then, have been enabled to resume their duties. Visitors have also been appointed for several of the other counties.

We cannot but express here the gratification which this important result brings with it. It secures concert of action in the future, and all the legal power we shall need to enable us to make our efforts more effective. We give in full that Section of the bill which especially applies to our work, and which we consider the most important result of our efforts during the past year. (The full bill is given in the Appendix, A.)

In our last Annual Report we spoke of a plan under consideration for removing the children from the County Poor-houses. Our committee on children has issued a circular containing questions in regard to their number, condition and the ultimate disposition made of them ; but the returns received up to this date, are not sufficiently full to warrant us in drawing deductions. In consequence of this want of definite information in regard to the working of the present system or systems,—for these differ in the different counties in many cases,—the problem presented is a difficult one. No positive conclusions have as yet been arrived at, although the following principles will undoubtedly guide us in our future decisions:—

1st. *All* children older than infants, whether sick or well, of

sound mind or otherwise, should be removed from the Poor-houses, and not be allowed to grow up exposed to the contaminating influences of adult paupers.

2d. Healthy children who are orphans or abandoned, should be placed in families, either by adoption or indenture. There should be intelligent supervision of the children placed in these families, by which it can be ascertained whether the terms of the agreement are carried out, and whether the children are kindly treated.

3d. No healthy child of sound mind should be allowed to remain and grow up in any institution, public or private, however well managed.

We strongly advocate the so-called Family System as opposed to the Institution System, believing that the former is most conducive to the better developement and ultimate welfare of the child.

4th. For sick, crippled, deformed and otherwise physically afflicted children, Hospital homes should be provided. Here they should be tenderly cared for, educated if possible and taught such light trades and household service as their condition permits.

5th. An Asylum for Incurable Idiot children is imperatively needed. The hopeful cases from the State generally are sent to the well-managed State Asylum at Syracuse, those from New York City to the excellent school for Idiots on Randall's Island, but the condition of the more unfortunate little ones left in the County Poor Houses is most pitiable.

Does not the care of this class seem to be the especial duty of benevolent parents? Can there not be found homes where all of these children can be received as part of the family? There are hardly more than 2500 in all the Poor Houses of the State, and of these not fewer than one-third are babies. How many a home would be brightened by the presence of one of these little ones. How many a child now exposed to almost

certain ruin, would become a true man or woman under good domestic influence.

A system covering the few simple principles above could be easily evolved were all the children orphans, were the State Treasury at our disposal, were the laws on this point in the different counties more nearly alike than we find them at present. But there are natural ties to be respected, economy to be considered, and a uniform system for the entire State, to be planned and legalized. The forcible separation of children from parents can only be justified in the most extreme cases, such as continued cruel treatment. Nay, more than this, we should endeavor to strengthen this natural tie, for it is too often sadly the case that the mother does not feel the claim that her child has upon her, and is only too ready to abandon it. About the removal of such of the children as are orphans, or illegitimate and abandoned, there can be no doubt. But occasionally, respectable but poor widows with several children, are found in these houses, and here the question arises whether the mother should not follow the children into some Institution where their future may be assured, rather than have them follow her into the degenerating atmosphere of a Poor House. In regard to the intelligent supervision of children placed in families, the suggestion is made whether the visitors appointed by your Board might not, as part of their duties, assist the Superintendents of the Poor in the different counties, by seeking out families willing to take children and subsequently visiting the children placed in them.

As regards Hospital Homes for sick children,—will it be best for several adjoining counties to unite in the support of one such Home upon the plan of the “Susquehannah Valley Home,” at Binghampton, where the first cost of land and building is provided by the State, and the current expenses are met by an allowance from the counties for each child sent by them, or is there room in existing Private Institutions to cover all the Poor-house children? And are these Private Institutions well managed? What control should the State

retain over the children placed in them ? And would such an arrangement be more or less economical for the counties than that of the Susquehannah Valley Home ?

We have thus rapidly sketched a few of the points to be considered, but until we have completed the organization of our Visiting Committees throughout the State, we shall find it so difficult to obtain accurate information, that we would here say to all persons who may have studied this subject that we shall feel deeply grateful if they will favor us with the results of their labors. Many of the Superintendents have kindly aided us by answering our inquiries. We shall also be glad to hear from the managers of Private Institutions for the care of children.

In regard to Work-houses for Adult Able-bodied Paupers we can only say that the need for them becomes more and more apparent, as our knowledge of the number of vagrants supported in idleness by the State—especially during the winter season,—increases. There is no reason why, under proper management, many of our Public Institutions of Charities and Correction, excepting Hospitals, should not be made self-supporting, thus reducing the burden of taxation for the community, and being of great moral benefit to the inmates themselves.

To those of us whose favored connection with the U. S. Sanitary Commission during the rebellion, had brought some knowledge of the first principles at least of modern hospital construction, our first visit to Bellevue Hospital was a painful surprise. We could not believe that this was the celebrated Bellevue Hospital, of American and European fame. This old building, of three and four stories high, with wards opening one into the other, with closets ventilated only into the wards ; with operating room at the top of the house, and patients carried to and fro on stretchers ; without elevators ; with kitchen and laundry that were simply disgraceful as compared with the improvements of the day, with a violation all scientific principles of hospital construction ; was this the building so well-known through the reputation of its medical

college, as the celebrated Bellevue Hospital of the City of New York? Could it be true that America, at the close of our late war, was the acknowledged foremost country in the world in the construction of its hospitals; and yet the largest public hospital of her metropolis was allowed to stand as a monument of bygone days of ignorance! Our citizens may well take pride in their public park; they go there and see its beauties, and recognize the ability with which it is managed; but they have no right to take the pride they do in their public institutions of charities, for those they almost never enter. The stately structure of Charity Hospital on Blackwell's Island is pointed out to the traveller from the deck of the steamer, as one evidence of New York's munificent generosity in the care of her poor. As the steamer glides along, the honest heart of the citizen beats with pardonable pride, as he successively points out the almshouses and penitentiaries, the fever and small-pox hospitals, aye, and even the refinement of a convalescent hospital, all so admirably placed on those beautiful islands, catching every summer breeze that blows, every ray of sun that shines, gay with passing sails and harbor life; with views from every window and sunsets seen across the water—what country-place of millionaire can lay claim to greater natural attractions? But go with us into those buildings—spend a few hours amid the stifling odors in that very Charity Hospital, so handsome in its cut-stone exterior; examine the clean clothes as they come from the wash, still alive with vermin; taste the dinners; ask for a chair; or spend a day with those healthy, lazy, vagabonds in the almshouse, idly smoking their pipes and kicking their heels, while hospital linen remains unwashed, and hospital clothing unmade. Talk to the women about the wards on Randall's Island: and judge what the influences in their lives are to be. Visit the Convalescent Hospital, and there, in summer, with open windows, breathe the pure air from the Potter's Field. Or, leaving the Islands, go into the old dilapidated engine-house, called the Park Reception Hospital; place the tubs to catch the water that trickles through the

roof,* or leaving the roof for the cellar ; learn how washing of the foulest description can be carried on without air and without light. Or, worse than all, seek the best medical and surgical skill that our city affords in Bellevue Hospital, for some minor surgical operation, perhaps the amputation of a finger, and there die, poisoned to death by the poisoned walls of the building itself. No, let us have no more boasts of the excellence of our public charities from those who know only the outside of the cup and platter ; let us have no more costly cut-stone buildings to play the part of life-saving institutions. Send these to Greenwood cemetery. Let us have cheap, unostentatious buildings, suitable for the purposes for which they are intended, life-saving in their properties, and, above all, let our hospitals *be* hospitals—not old jails and almshouses, for sixty years saturated with emanations from surgical cases, from typhus, relapsing, “jail,” and other fevers, until they are, more properly speaking, pest-houses than hospitals. For further details we refer you to the Second Annual Report of the Visiting Committee for Bellevue and other public hospitals, recently published.

It was not until our Committee had visited Bellevue for some months that the poisoned condition of the building forced itself upon their attention.

Meanwhile, the State Charities Aid Association had been quietly preparing for action. A letter was addressed to the City Commissioners of Charities, in August last, asking permission to bring in plans for altering or re-building the hospital on its present site ; asking whether we should continue to collect information, and make a study of the subject of hospital construction to this end. An affirmative reply was received from the Board, saying that any such plan would be carefully considered. At once every effort was made to collect the very best information upon the subject. Germany,

* We are happy to be able to state that as soon as the Commissioners of Charity understood the condition of this hospital, they took immediate and effective measures for its renovation, and that now its state is as good as can be desired.

the present acknowledged leader in regard to hospital construction, having plucked the laurels from our brows since the late war, was at once applied to. The Empress of Germany, herself, became interested in our efforts, and sent us a valuable collection of books and pamphlets, containing plans and practical working details. Translations of the more important pamphlets were made by a member of the Association, and when, in November, a most urgent appeal in behalf of a new hospital was sent us from our Visitors, who could no longer endure the needless sacrifice of life they were compelled to witness ; the appeal was at once responded to by the appointment of a Special Committee to "take active measures in regard to the erection of a new Bellevue Hospital." This Committee, composed of our Hospital Committee, and of those Advisory Members who are also members of the U. S. Sanitary Commission immediately entered upon its duties.

The report of this Special Committee will be found in full in the Appendix ; and we have reason to hope that with the full sympathy of the City Commissioners of Charities, and the hearty co-operation of the Bellevue Medical Board—themselves fully alive to the necessities of the case—we may shortly see the erection of several of the pavilion wards of the new hospital now so imperatively needed for the surgical cases (B).

In November a report of the Committee on the Park Reception Hospital, pointing out the miserable character of the building was also referred to this Association, and a Special Committee appointed to take charge of the subject. The result has been to bring about a conference between the City Commissioners of Charities and the Governors of the New York Hospital. The Governors propose to erect two or three small reception hospitals in the lower part of the city ; but meanwhile the present building remains unimproved.

On the 1st of February a valuable set of "Questions, relating to Poor Houses and Insane Asylums," prepared for the use of Visiting Committees, by Dr. John Ordronaux, one of our members, State Commissioner in Lunacy and member of

the State Board of Charities, was issued as Document No. 3 of this Association. Answers to these returns will be received during the course of the coming month.

We have scarcely left ourselves space to speak of two newly added branches to our work. The first is the establishment of a library at our rooms, upon subjects connected with our specialties. The German collection above referred to will prove the nucleus of this library, and donations of books, of a scientific character, are requested for this purpose.

The other is the appointment of a Special Committee to collect newspapers, pamphlets, and other reading matter for distribution in the hospitals and other public institutions. Already two boxes have been placed in the Grand Central Depot, and Thirtieth Street Hudson R. R. Station, marked, "Newspapers and Books for the Sick in Hospitals." Passengers are requested to bear this in mind, and to kindly drop their once-read morning paper, or travel-stained volume into these boxes, which are daily emptied, and thus help to brighten the weary hours of convalescents, by remembering that they too would like the fresh news of the day. This daily gift from the merry bustle of the car to the painful stillness of the hospital-ward, should surely mark a new era of brotherly love between the strong and the weak. Books and pamphlets may also be sent directly to the house of the Chairman, Mrs. Alfred Pell, 18 East Thirtieth street.

Did any report, having the word "Charity" in it ever end without an appeal for money? We again repeat our last year's request for small annual subscriptions of \$5 and \$10. Our work is a national one, and we wish to have it supported by the many and not by the few. We would ask all who may read this report, if they have any confidence after doing so in the principles which guide us, to help us in this way.

And now, gentlemen, we have given an imperfect account of our stewardship during the past year. Much has necessarily been omitted, or our report would be in length beyond the limits of your patience. Whatever has been accomplished is owing in large measure to the wonderful spirit of unani-

imity which has prevailed, whereby all classes of our citizens have united to help on our reform movement. Of your own co-operation it is unnecessary to speak, for your work and ours are one in both spirit and object ; of the welcome extended by Commissioners and Superintendents we have already spoken ; as also of the important assistance rendered by our most enlightened physicians. We will not dwell upon the faithful untiring efforts of the members of this Association, extending through all its branches, for this would be praising ourselves. But we would publicly and most gratefully acknowledge the offers received from members of our State Legislature to give earnest consideration to any legal measure we may deem necessary for securing greater efficiency to our reform movement ; also to the press of this city, who without distinction of party, have most freely and generously opened the columns of their newspapers to us, and have strengthened us in every way.

Believing and hoping that the defective system which at present underlies the administration of our public charities must shortly, from the force of an enlightened public opinion, give way to something based upon sounder principles, we respectfully submit this our Second Annual Report.

For the Association,

LOUISA LEE SCHUYLER,

President.

TREASURER'S REPORT

From May, 1872, to 28th Feb., 1874.

STATE CHARITIES AID SOCIETY

In Account with

JOHN CROSBY BROWN, *Treasurer.*

By Donations	\$3,971 72
“ Subscriptions	969 00
“ Balance	381 51
	<hr/>
	\$5,322 23

DR.

To Rent of Office, No. 53 East Twentieth street..	1,800 00
“ Paid for Office Furniture	554 03
“ “ “ Printing and Stationery	414 55
“ “ Expenses of Annual Meeting.....	142 40
“ “ Salaries	1,950 00
“ “ Office Expenses, Postage, &c.	461 25
	<hr/>
	\$5,322 23

1874

February 28.—To Balance

\$381 51

E. & O. E.

New York, 28 February, 1874.

(Sd.) JOHN CROSBY BROWN, *Treas'r.*

Examined and found correct.

(Sd.) C. D. DICKEY.

(Sd.) EDWARD R. JONES.

(Sd.) ALBERT JOHNSON.

[APPENDIX A.]

CHAP. 571.

AN ACT further to define the powers and duties of the board of State commissioners of public charities, and to change the name of the board to The State Board of Charities.

PASSED May 21, 1873.

The People of the State of New York, represented in Senate and Assembly, do enact as follows :

§ 8. The said board shall have power, by a resolution to be entered on its minutes, subject to such terms and regulations as it may prescribe, to designate three or more suitable persons in any county to act as visitors, in said county, of the several poor-houses and other institutions therein, subject to the visitation of the board, in aid of and as representatives of said board, except such institutions as have a board of managers appointed by the State ; and all officers and others in charge of such institutions shall admit to said institutions all such persons so designated, upon a production of a copy of such resolution, certified by the president or secretary of said board, to visit, examine and inspect the grounds and buildings of every institution, and every part thereof, and all its hospitals and other arrangements, and to have free access to all its inmates. Any officer, superintendent or person in charge of any such institution, who shall refuse to admit any person so designated, or shall refuse to give said visitors all requisite facilities for the examination and inspection as herein provided for, shall be subject to a penalty of two hundred and fifty dollars for each such refusal, which penalty may be sued for and recovered in the name of the people of the State, by the attorney-general, and the sum so recovered shall be paid into the treasury of this State.

Under this act the State Board has appointed Visiting Committees, in several counties. It will be noticed that a number of our corresponding societies have reorganized to meet this new arrangement.

PROPOSITIONS

Adopted by the State Charities' Aid Association, at its meeting of Jan. 29, 1874, and sent to the State Board for its acceptance.

1st. That the State Board of Charities appoint the Secretary of this

Association an Assistant Secretary of the State Board, whose duty it shall be to conduct the correspondence with the Visiting Committees.

2d. That the State Board of Charities appoint the Associate Secretary of this Association an Assistant Secretary of the State Board, whose duty it shall be to visit different parts of the State for the purpose of organizing Visiting Committees, and who shall report to the Board through the Assistant Secretary above-named.

3d. That the Executive Committees of all Visiting Committees organized by this Association, be appointed visitors by the State Board, under Section 8, Chapter 571, of the laws of 1873, provided that these Executive Committees be composed of both men and women ; that they do not exceed in number six or nine persons, unless in exceptional cases, and that the number shall always be a multiple of three.

4th. That the name " Local Visiting Committee " in our Constitution be changed to " Visiting Committee," in accordance with the present rules and regulations of the State Board.

5th. That a joint circular letter of instructions be issued, by which those Visitors appointed by ourselves, and those Visitors appointed by the State Board in the several counties, shall be requested to work together as one body in those counties.

6th. That those places where we have no Visiting Committees organized, and where visitors have already been appointed by the Board, shall be visited by the Associate Secretary for the purpose of explaining the present arrangement, and to bring about harmonious action.

[APPENDIX B.]

REPORT

Of the Special Committee appointed to take active measures in regard to the Erection of a New Bellevue Hospital.

FEBRUARY 18, 1874.

MR. WILLIAM LAMBEER,

*President of the Board of City Commissioners
of Public Charities and Correction.*

DEAR SIR : On the 15th of last July I had the pleasure of addressing you in behalf of the State Charities Aid Association, to ask your permission to submit to your Board plans relative to the alteration or rebuilding of Bellevue Hospital.

I stated at the same time that members of this Association were making a special study of the subject of Hospital Construction, were collecting material from our own U. S. Sanitary Commission archives, from Germany and from England ; and I asked you whether we should continue these researches during the summer with especial reference to Bellevue Hospital.

In your very courteous reply, of July 16th, you say that no alterations of the Hospital were at that time contemplated, but that the Board would be happy, at any time, to receive suggestions which might enable them to benefit the inmates under their charge.

Acting upon this permission, a special committee of the Association was appointed to act in the matter, and their report, recently presented to the Association, is now respectfully referred to the earnest consideration of your Board.

We regret the delay that has prevented our sending this communication to you earlier ; but it has been caused by our desire to secure the very best possible information upon this subject.

Should you give our petition favorable consideration we shall have the honor to submit to you plans which, in the principles involved, have

received the endorsement of the most eminent scientific minds of the day, as well as the latest authorities upon Hospital Construction both of this country and Europe.

Very respectfully yours,

(Signed) LOUISA LEE SCHUYLER,

President State Charities A. A.

*To the President of the State Charities Aid Association
of New York :*

THE undersigned, a Special Committee appointed by your Association to "take active measures in regard to the erection of a New Bellevue Hospital," beg leave respectfully to report :

CONSTITUTION OF THE COMMITTEE.

That this Committee, composed of those members of the Association who were already members of the Hospital Committee, and of those gentlemen who are also members of the Board of the U. S. Sanitary Commission, was appointed in response to a communication addressed to the Association in October last, by the President of the Local Visiting Committee for Bellevue Hospital. In these communications the necessity of a new Hospital was urged, upon the grounds of defective ventilation, defective construction or arrangement, and the existence of pyæmia (a disease propagated by the poisoned condition of the walls of all old hospitals). Any one of these defects would have furnished grave reasons for promptly considering the question of the erection of a new hospital. Taken all together, they formed an argument which your Committee have not dared to disregard.

THE APPOINTMENT OF SUB-COMMITTEES.

The Committee met at the earliest possible moment after receiving the above communication, and appointed Sub-Committees to represent the different departments of the subject to be considered, each of which has given its earnest attention to the various matters of enquiry.

RESULTS OF ENQUIRY.

The results of these enquiries are based—

(a.) Upon information in regard to Hospital construction collected both in this country and abroad.

(b.) Upon a comparison of the Bellevue Hospital building, with other large city Hospitals here and in Europe, and

(c.) Upon the statistics of mortality furnished by the printed report of the Bellevue Hospital Medical Board.

(a.) In regard to the matter of hospital construction in general, the experience of the last quarter of a century, and more especially of the period included between the present time and the beginning of our own late war, has set the whole subject in entirely new lights. It is not too much to say that the results of the hospital treatment of the Crimean War, of our American civil conflict, and of the late Franco-Prussian War have been to revolutionize the earlier and most widely-accepted ideas as to the true principles of hospital construction, and that this revolution in sentiment has only been made more thorough and radical by what has been ascertained concerning other than military hospitals in London, Berlin, and Paris. No higher authority upon this subject can be quoted than Miss Nightingale's volume on hospitals and hospital construction, from which it appears that the death-rate in the stately, quadrangular, three and four storied structures in London and other large towns of England, is not only far higher than that obtaining in the smallest and cheapest structures elsewhere, but so high as to raise grave doubts, to use her own language, "as to the advantages to be derived from hospitals at all, and to lead many to think that the sick would have a much better chance of recovery if treated at home." These hospitals were all noted for the large number of sick collected under one roof, the deficiency of space per bed, and the deficiency of light and ventilation. The same fact marked the history of the largest hospital at Scutari, which had at one time 2,500 sick and wounded under its roof, of whom two in every five died, while at the same time, in the hospital tents in the Crimea, although the sick were without blankets, without proper food and medicines, and almost without shelter, the mortality was not above one-half what it was at Scutari. During the invasions of France in 1814-'15, the hospital administration of Paris not knowing where to receive the sick and wounded, fitted up three of the *Abattoirs* for patients. Several of these buildings, which were of the very simplest construction, had, fortunately, neither doors nor windows, and had the wind blowing directly through them. As a consequence, the mortality was one-half among the patients in the *Abattoirs* what it was in the most complete and massive hospital establishments.

With this general conclusion agree the testimony of the most eminent surgeons of Berlin, as furnished by them in connection with their professional observations and experience in the late Franco-Prussian War. In a word, the conviction reached by experienced medical men throughout Europe, almost without exception, seems to be that large, and intri-

cate structures, of several stories, including under one roof any considerable number of wards, are promotive of imperfect ventilation, pyæmia, and, as a consequence, of a greatly enhanced death-rate among the patients who are treated in them.

In our own country, this conviction is, if possible, more general and profound. The experience of our own war, and the reduced death-rates in hospitals constructed upon what is known as the pavilion plan, together with the acknowledged difficulty of securing pure air, even by the most costly methods, in any buildings of a more complicated structure and arrangement, have compelled a general assent to the advantages of a simpler mode of construction. On this point the admirable essay of Dr. Stephen Smith, on the principles of hospital-construction, is both clear and conclusive, while the testimony of Dr. F. H. Hamilton, quoted by Professor Esmarch before the Kiel University in 1871, is especially valuable. Says Dr. Hamilton, speaking for the profession in America :

“A CAREFUL observation has convinced us that all Hospitals, and especially Military Hospitals, ought to be one-story buildings, elevated three or four feet from the ground. In pavilions we have constantly had the smallest amount of hospital gangrene, pyæmia, and erysipelas ; and it is believed that fevers have been less fatal, and convalescence from all maladies has been more rapid and certain. One-story buildings possess these several advantages over buildings of two or more stories :

1st. They are more easily ventilated, and this consideration takes precedence of all others. Its importance can never be over-estimated. The best place to treat a sick or wounded man is always, other things being equal, where he can get the most and the purest air. When this doctrine is thoroughly understood, hospitals will cease to be the graves of soldiers, and never until then.

2nd. They are much more easy of administration.

3rd. Such of the patients, as are able to walk, can pass in and out with less fatigue. In lofty buildings, feeble patients and those who are lame, are in many cases as effectually excluded from out-door exercise as if they were bed-ridden.

Of all the various modes, which have been devised, we have seen nothing equal to the so-called ‘ridge ventilation,’ in which the air is permitted to escape through the entire length of the ridge of the roof ; when this plan is combined with a moveable base along the whole length of both sides of the ward, nothing more can be desired.” *

* See Hamilton's *Military Surgery*. 1st Ed., pp. 127-9.

These principles were adopted in the late Franco-German war and are now accepted as the first principles of hospital construction in Germany. Already the experience of the war is rapidly bringing about changes in the construction of their civil hospitals. *

So much for the general principles of hospital construction, concerning which the most enlightened judgment, both in this country and abroad, has been daily growing more clear and united.

(b.) It is a somewhat disheartening contrast to those principles to turn to that actual form of hospital construction which presents itself in Bellevue Hospital. The history of that structure is itself an evidence of its entire unfitness for the uses which it is made to serve. Erected between the years 1811-'16, as an alms-house, and connected with a similar structure which was a penitentiary, this building has been poisoned, over and over again by malignant, typhus or "jail," and other fevers, which, from the year 1825 onward, have from time to time appeared, with results, in many cases, most fatal not only to patients but to keepers, nurses, and doctors. It was not until 1848 that the alms-house was removed from the present grounds of Bellevue Hospital, and then the natural advantages of the site were impaired by selling much of the land by which it was surrounded.

Since that date, the hospital has for most of the time been overcrowded with patients, necessitating sometimes the occupation, as in 1855-'7, of the garrets, with their stifling heat in summer and freezing cold in winter.

Between 1857-'60 the old building was "renovated," and some of the partition walls removed, but at the same time the thorough ventilation of the building was still further embarrassed by the addition of a wing directly connected with it, and a third story.

In the year 1869, constrained by a painful experience of mortality in surgical cases resulting from pyæmia, the Commissioners of Charities erected a small wooden building for the purpose of trying the treatment of acute surgical cases in a building not infected with pyæmia, but no sooner was it finished than a number of cases of relapsing fever were crowded into it, rendering it forever unfit for the purpose of treating surgical wounds.

Such is substantially the situation at this moment. Bellevue Hospital itself has been virtually condemned as unfit for the treatment of surgical cases by those whose business it is to care for such cases—the hurtful and often fatal influences of hospital poison have forced themselves

* Vide Monographs by Profs. Tiersch, Esse, Steinberg, Virchow, etc., etc.

upon general recognition, and the only structure originally intended to meet this grave emergency has itself become practically useless from the same cause.

Add to this, the fact that the original design and arrangement of the hospital is most illy-adapted for the purposes which a hospital should aim to serve—that its wards are over-grown and badly ventilated, and that its walls are saturated with the poisonous emanations of disease for half a century, and the unfitness of Bellevue Hospital for its present responsible work in this great city is painfully evident.

This unfitness becomes only the more apparent when the present Bellevue Hospital building is compared with other large hospital buildings built here and in Europe.

It cannot be denied that the best of these hospitals are defective in their construction, but there is to be seen in the new St. Thomas' Hospital in London, and in the Roosevelt Hospital in this city, a clear recognition of the defects of older plans and of the advantages of the pavilion arrangements, though these advantages have been much impaired in both these instances by the objectionable height of the buildings, and by having a corridor connecting the pavilions on the same level as the floor of the wards. In Germany, however, particularly at Kiel and Leipsic, hospitals have been constructed strictly on the pavilion plan, and the great benefit of this arrangement has demonstrated itself to all who have seen and examined them. In these buildings the ventilation is undeniably superior to that obtainable in any other form of construction, and the proportion of recoveries in them, so far as it can be ascertained, points to the same general conclusion in regard to them, as that which has been reached by recent experience in two hemispheres in connection with military hospitals.

(c.) But this report would be incomplete if your Committee did not invite the attention of the Association, before concluding, to the statistics of Bellevue Hospital.

The following is from the Bellevue Hospital Report, as contained in the Eleventh Annual Report of the Commissioners of Public Charities and Correction.

JANUARY 1, 1870.

Number of Patients remaining in Hospital..	709
“ Admissions during 1870.....	7,426
“ Births “ 1870.....	598
Total number of Patients during 1870.....	8,733

(In this total 598 new-born children are included as patients.)

Number of deaths during the year 1870, 1,071 ; or 1 in every 8.1 or 12.2 in every 100 of all the patients die.

From the abstract of diseases causing death during the year 1870, in a total of 1,071 deaths—

30 Cases are put down under Pyæmia.

1 Case is put down under Pyæmia and Delirium Tremens.

1	"	"	"	"	Pneumonia.
1	"	"	"	"	Necrosis of Sternum.
1	"	"	"	"	Morbus Coxarius.
1	"	"	"	"	Tertiary Syphilis.
1	"	"	"	"	Resection of Elbow.

33 Cases are put down under Puerperal Peritonitis.

From the above we have in a total, 1,071 deaths, 69 caused by hospital poisons ; or 6.44 per cent., or 1 in every 15.5.

Taking the number of women delivered to be the same as the number of births—In 598 cases 33 die of puerperal fever; or one in every 18, or 5.5 in every 100 women delivered die.

From the same abstract of diseases we find—

3	Cases	put	under	Gangrene.
4	"	"	"	Erysipelas.
16	"	"	"	Peritonitis.
21	"	"	"	Exhaustion.
20	"	"	"	Marasmus.

We do not mean to say that the deaths put down under Gangrene, Peritonitis, Exhaustion, &c., were necessarily caused by hospital poisons, but undoubtedly the bad sanitary condition of the hospital had its influence.

From the twelfth annual report, we take the following :

JANUARY 1, 1871.

Number of patients remaining in hospital.....	779
" admissions during the year 1871	6,859
" births " " 1871	378
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Total number of patients " " 1871	7,514
Number of deaths " " 1871	1,102

Which gives 1 in every 6.8 or 14.7 deaths in every 100 patients.

In the abstract of diseases causing death during the year 1871, strange to say, we find almost exactly the same figures as in the report for 1870.

In a total of 1,073 deaths, we find—

30 Cases are put down under Pyæmia.

1 Case is put down under Pyæmia and Delirium Tremens.

1	.	"	"	"	"	Pneumonia.
• 1	"	"	"	"	"	Necrosis of Sternum.
1	"	"	"	"	"	Morbus Coxarius.
1	"	"	"	"	"	Tertiary Syphilis.
1	"	"	"	"	"	Resection of Elbow.

33 Cases put down under Puerperal Peritonitis.

From the above we get in 1,073 deaths, 69 caused by hospital poisons, or 1 in every 15.5; 6.45 in every 100.

Again, taking the number of births as representing the number of women delivered during the year:—In 376 confinements, 33 die of Puerperal Fever, or 1 in every 11.3; or 8.7 in every 100 of all the women confined die of Puerperal Fever. The number of cases of Gangrene, Erysipelas, Exhaustion, &c., are exactly the same for 1871 as have been given for 1870.

In addition to the above statistics, it should be stated here that at this present date, February, 1874, the reports for 1872 and 1873 have not yet been published, and that the most diligent inquiry has not enabled your Committee to obtain copies of them, or even permission to use the statistics which they contain.

There has, however, been published by the Medical Board a brief report concerning the surgical cases treated from January, 1872, to June, 1873.

The following is taken verbatim from the report :

Number of amputations, excluding those of the fingers and toes...	58
Recoveries.....	30
Deaths	28

Causes of death.....4 from Shock.

2	"	Secondary Hemorrhage.
1	"	Tetanus.
11	"	Pyæmia.
1	"	Hospital Gangrene.
8	"	Exhaustion.
1	"	Osteo Myelitis.

Hand, 5 amputations; 2 recovered, 3 died.

Forearm, 4 amputations; 3 recovered, 1 died.

Arm, including shoulder joint, 11 amputations; 6 recovered, 5 died.

Thigh, 3 amputations; 1 recovered, 2 died.

Leg, including knee joint, 28 amputations; 15 recovered, 13 died.

Foot, 8 amputations; 4 recovered, 4 died.

9 amputations for disease, 49 for injury.

In one case both forearms were amputated.

In two cases both legs. In two cases both feet.

"The statistical tables of St. George's Hospital, London, for the year 1867-1868, which were at the Hospital, and examined, give the following results—54 amputations, 27 recoveries, 32 for disease; 11 deaths from pyæmia; most of them of the thigh, leg, and foot.

"The result at the two Reception Hospitals—Centre Street, total number of amputations since origin, 1870, 23. Recovered 8, died 15; 7 deaths at Centre Street from pyæmia after amputation.

"Ninety-ninth Street—number of amputations, 8; 3 recovered and 5 died. No post mortem examinations were made, but one of the deaths certainly, perhaps three, were due to pyæmia."

Miss Nightingale says: "The most delicate test of sanitary conditions in hospitals is afforded by the progress and termination of surgical cases after operation, together with the complications which they present." At Bellevue, in 58 amputations, 28 died; or 1 in every 2.07 or 48 in every 100 cases of amputation die, and almost one-half of these deaths are caused by hospital poisons.

With these suggestive figures before you, your Committee need add but little. They feel that the time has come for some decisive and definite action, and that with the mass of facts now before them, further delay would be simply criminal. With this view, they beg to suggest the following plan to be carried out substantially upon the present site.

The present dimensions of the ground within the Bellevue Hospital enclosure are 460 feet in width and 530 feet in length. It is proposed to extend the city sewers several hundred feet into the river, and then to fill in on the river line so as to increase the length of the present site to 800 feet, which will give a free surface of 460 x 300 feet. On this ground it is proposed to erect 4 or 6 pavilions sufficient to receive all the surgical cases. The pavilions to be raised (say) 8 feet from the ground on a structure of masonry to be (say) 120 feet long x 30 feet wide, and to contain (say) 30 beds. These buildings to be one story high with ridge ventilation. Each pavilion must also have connected with it a small executive building containing a day-room, nurses' room,

and small reception and operating room. Also in connection with this executive building, and separated from the ward, would be the bath-rooms and water-closets. All the executive buildings to be connected with each other by a basement corridor, the top of which would be on a level with the floor of the wards.*

It will be seen that the improvements and advantages aimed at in this plan are in no sense novel or untried. It can be shown from the history of the hospital, and the testimony of its physicians, that the necessity for every one of them has more than once been brought to the notice of the Commissioners of Charities and Corrections by the physicians themselves.

Your Committee learn from some of the older physicians, as Drs. Clark and Wood, that at the time when it was first proposed to change the Almshouse into a Hospital, the members of the Medical Board attempted to have the building changed so as to improve its sanitary condition, and in 1857, when their request was complied with, they urged the necessity of having the closets put outside of the building, and protested against the fireplaces being closed, bringing forward the fact that the open fireplace is one of the best modes of ventilation. At the same time they made objections to having prisoners and paupers as nurses; two or three of the board (not Roman Catholics) even going so far as to ask that Sisters of Charity might be introduced as nurses.

Your Committee are also glad to be informed that for years past, especially since our late Civil War, many members of the Medical Board have favored the plan of erecting pavilion wards, to be used in treating all open wounds, such as compound fractures, cases after surgical operation, &c.; and that from time to time Committees from the Board have been appointed to urge the adoption of improved sanitary measures, and the more enlightened treatment of the sick poor.

These facts are the more important because they encourage us to urge these changes upon the Commissioners with renewed earnestness, and to feel sure that, in doing so, we may count upon the cordial sympathy and unreserved co-operation of the Medical Board.

Your Committee beg to state, in conclusion, that they have no disposition to ignore the fact that Bellevue Hospital, with all its defects, is no worse than many others about it. But the motive which has moved your Committee has not been a desire so much to show which of certain existing hospitals is better or worse, as to contrast Bellevue Hospital, as a life-saving institution as it exists, with what it might be made. Says

* Further details, as to ventilation, &c., are not given, because it is not desirable to make the report too lengthy.

the author of "Notes on Hospitals:"* "It may seem a strange principle to enunciate as the very first requirement of a hospital, that it should do the sick no harm." And yet it is, nevertheless, necessary not merely to lay down such a principle, but to insist upon its application. If the most frequented refuge of the sick in this great city is notoriously liable to the suspicion that it *does* harm to those who are brought within its walls, such a condition of things demands immediate remedy. To procrastinate or postpone that remedy is to proclaim our disregard of the well-being of the sick, nay, our absolute indifference to the value of human life. An evil recognized and acknowledged, but unremedied, has a fatal capacity for becoming chronic. Left alone by those who most plainly and keenly see them, the grave defects of charitable institutions very soon become disregarded as unimportant, or tolerated as inevitable. Nay, worse than this, the evil example develops an evil-propagating power, and an ill-constructed, badly-ventilated, poison-tainted hospital in New York, frequented by large numbers of young men from all parts of our country, who daily witness its defects and recognize its injurious influence, and yet see no evidence of a disposition to remedy those defects, is something which will sooner or later make itself hurtfully felt throughout the land. Every consideration, therefore, of mercy to the sick and suffering, of a decent respect for the settled conclusions of the highest authorities—of a due regard for the influences of a representative institution—nay, every consideration of common justice and common humanity, unites in calling for action in this most important matter without delay.

All of which is respectfully submitted.

HENRY C. POTTER, *Chairman.*

ELISHA HARRIS, M.D.	E. KRACKOWITZER, M.D.
C. R. AGNEW, M.D.	W. GILL WYLIE, M.D.
WM. H. VAN BUREN, M.D.	A. B. CROSBY, M.D.
FRED'K LAW OLMS TED.	GOVERNEUR M. SMITH, M.D.
GEORGE T. STRONG.	CHAS. A. JOY.
FRANCIS A. STOUT.	JAMES W. BEEKMAN.
MISS E. VAN RENSSELAER.	HOWARD POTTER.
MRS. HARTMAN KUHN.	L. P. MORTON.
MRS. HENRY A. COIT.	MISS A. H. WOOLSEY.
MISS E. E. RUSSELL.	MRS. E. K. HOBSON.
MISS S. M. VAN AMRINGE.	MISS GOULD.
J. M. HURTADO.	MRS. ROBERT WOODWORTH.
MRS. P. L. VAN RENSSELAER.	

* Miss Nightingale's Notes on Hospitals : Preface.

P. S.—In connection with the above report, your Committee would respectfully request that, if adopted, it be submitted for endorsement to the Advisory Members from the Bellevue Hospital Medical Board, before being presented to the Commissioners. The Commissioners have already promised their earnest consideration of any report of this kind which might be brought before them. Should the Report be favorably received by them, this Committee would also ask permission to bring forward, a few weeks later, a general plan for the new hospital, with a detailed plan, and estimates of the cost of the new pavilion ward to be first erected.

For the Committee,

H. C. P., *Chairman.*

The above Report has been read, approved, and signed by the following Advisory Members of the Association :

C. F. CHANDLER, M.D.	CHARLES O'CONOR.
WILLARD PARKER, M.D.	HENRY G. STEBBINS.
ABRAHAM JACOBI, M.D.	CHARLES L. BRACE.
REV. W. R. WILLIAMS.	WM. C. BRYANT,
REV. SAMUEL ADLER, D.D.	GEORGE WM. CURTIS.
MRS. CYRUS W. FIELD.	ROBT. J. LIVINGSTON.
MRS. MARY M. HAMILTON SCHUYLER.	MRS. DAVID LANE.
MISS JANE STUART WOOLSEY.	MRS. A. M. MINTURN.
MRS. HENRY B. SMITH.	MRS. P. M. CLAPP.
REV. WILLIAM ADAMS, D.D.	REV. JOHN E. COOKMAN.
REV. EDWARD MCGLYNN, D.D.	

[APPENDIX C.]

The Annual Reports of the Visiting Committees furnish us with the following items:

Visiting Committee for the Westchester County Poor-House, organized January 9th, 1872. During the early part of 1872, the members made regular visits to the Institution, but in May were denied admission to the buildings by the officers. The ladies accordingly suspended their work until after the State Board had made its appointments, re-organized December 12th, as a County Committee, and have since resumed their visits. During the interval they found that many most important improvements had been effected—an additional building had been put up which provides a chapel, a school-room, kitchen, bakery and store-room, all well arranged, warmed and ventilated. The house was clean and orderly, a competent matron had been appointed, and a medical student had charge of the sick under the direction of the Visiting Physician. The children, at the date of their report, numbered sixty; adults three hundred and forty. The chief points now calling for attention are more thorough classification of the inmates, and better provision for the insane. It is stated that the County has already exceeded its quota at the State Asylums, and there are twenty-six of this unfortunate class who can find no other asylum than this Poor-house.

Visiting Committee for Bellevue Hospital, organized January 26th, 1872. This organization was extended in May last to include all the other Public Hospitals of the City of New York. The main items of its Annual Report are mentioned in the body of this report.

Visiting Committee for the Newburgh City and Town Almshouse, organized December 13th, 1872. This Committee reports that the building is in a fine, healthy situation, is clean, and in general, well managed. The classification of the inmates is defective; adults and children, insane and persons of sound mind, are constantly thrown together, and yet all the adult paupers are committed on charges of intemperance or vagrancy. There being no provision for teaching the children in the building, they enjoy the great advantage of being sent to the public school; and a considerable part of them are placed in the excellent Home for the Friendless, whence they are bound out in families.

Visiting Committee for the Richmond Institution, organized January 27th, 1872. The Chairman of its Executive Committee thus sums up the result of their labors during the year: 1st. That there was, and continues to be, an imperative demand for the work which this Society has entered upon. 2d. That this work has awakened a good degree of interest among

its members, and in the community: and 3d, That beside the much-needed reforms in the Institutions, the Society has directed attention to the existence of grave evils without, which are themselves the sources of most of the crime and pauperism in the county—a lax and injudicious administration of the laws intended to regulate the traffic in ardent spirits, and, arising in part from this, an alarming increase in the vice of intemperance, not only furnishing inmates for the jail and poor-house, but impoverishing its victims, begetting a widespread idleness among the laboring classes, and swelling the lists of applicants for out-door relief. He adds, “The urgent need is thus apparent to this Committee of employing to their utmost extent, the individual effort and the moral power of this Society, for the better administration of the excise laws, and the limiting, so far as possible, of the number of licenses; and to this end they have recommended the organization of Special Committees in the several towns and villages throughout the county.” Nor has the Committee been indifferent to its more immediate duty; the members have interested themselves in finding homes for the children, in providing better care for the insane, and have arranged for visiting in their homes those who apply for assistance, aiming to introduce some system of compulsory labor for the inmates of the Work-house and Jail, as well as for all who receive out-door relief.

Visiting Committee for the Children's Institutions, on Randall's Island, organized February 3d, 1873. These buildings are thirteen in number, including the school-house, and form three departments, each of which is visited weekly by two members of the Committee. They report eleven hundred children, which number is usually increased during the summer. The chief points which the Committee mentions as requiring attention, are the imperfect system of indenture, and the employment of women from the work-house, whose presence in the wards must expose the children to the worst influences. The Idiot Asylum is somewhat overcrowded, but the cellar for a new wing has been dug, and it is to be hoped that the new building may soon be erected. The management of this department seems admirable. The children receive instruction in elementary branches, with such success that they are sometimes transferred to the Ward School; the girls, when capable, assist in light house-work; and in this institution no work-house labor is allowed.

The Visiting Committee for Jefferson County Poor-house and Orphan Asylum, organized April 29th, 1873, has paid regular visits to both institutions monthly, notwithstanding that their excellent condition seemed to leave little room for improvement. But the pleasure the members give to the old and feeble people by their visits, and to the children by their presents of books and toys, have been an ample reward.

Visiting Committee for Suffolk Co. Institutions, organized May 27,

1873, reports that its most important duties prove to be in connection with the Hospital department. They found that four-fifths of the persons in the Alms House were under medical care. Of the insane and idiotic, only the barest items of their history had been kept ; so that it has been impossible in most cases to find out anything about them, anything that might suggest the best means of treatment. They are happily under the charge of a most thoughtful and kindly physician, but the Committee desires to secure a resident physician, surely a necessity for an establishment where there are from one hundred to two hundred and fifty individuals. As this is one of the five State Alms Houses there is always likely to be an extra number of persons to provide for. The report draws attention to a lack of complete sewerage, and the condition of the out-buildings ; and also proposes that the Board of Superintendents shall name certain days when the public may be admitted, so that these poor people may be sheltered from the curious gaze of numerous visitors who now throng the institution even on Sundays. The Committee acknowledges with pleasure the courtesy extended to them both by the Supervisors and Superintendents.

Visiting Committee for the Public Institutions of Queens County, organized June 21, 1873. In this county the system of "Farming-out" the poor to the lowest bidder has long been practiced with disastrous effects. These effects having been carefully studied by the Committee, the results of their investigation were laid before the Board of Supervisors, who promptly took action, and resolved "That a change should be made in the manner of taking care of the poor of the county, and that it would be for the interest of the county that suitable land and buildings should be purchased," and invited offers of available property. At the date of this writing they have purchased Hog Island, and the old system is broken up forever. The towns of Hempstead, Flushing, North Hempstead, and Oyster Bay, have their own Alms Houses which are well kept, and under suitable supervision. For these towns the Committee has sub-committees. The officers have received appointment from the State Board of Charities.

Visiting Committee for the Public Institutions of Niagara Co. was organized July 26, 1873, began its work, but was forced to suspend temporarily.

Visiting Committee for Oswego City Poor House and County Jail was organized August 1, 1873; but reports that the admirable management of the Poor House leaves them little to suggest.

Visiting Committee for Livingston Co. Poor House, Insane Asylum and Jail, organized August 23, 1873, has made but one report, indeed its excellent Poor House has seemed to require little attention.

Visiting Committee for the Public Institutions of Charity, the Department of Out-door Relief, and the Jail in Monroe Co. was organ-

ized October 3, 1873. The several committees have taken hold of their work with an earnestness that promises much good service. They report that in the Poor House and Hospital, while there is a very creditable degree of good management, there is the same lack of proper classification that prevails so generally. Their attention however has been chiefly given to the subject of Out-door Relief, and they set forth as one of their most important duties, "The study of pauperism with a view to its reduction." To provide employment both at Poor House and Jail is their object, for during the Winter season they find the inmates wholly unemployed, while the county is at constant expense for their clothing and maintenance.

Visiting Committee for King's Co. Institutions, organized October 14, 1873, has commenced its work among the county institutions which are at Flatbush. In the Nursery there are four hundred and fourteen children, mostly in good health and fairly fed and clothed, but there were among them boys old enough to earn their living, and imbecile children who ought to be sent to the State Idiot Asylum. The report also speaks very favorably of the Insane Hospital, but mentions that there were in the Alms House six hundred persons entirely without occupation, having neither work to do, nor books to read.

Visiting Committee for the Public Institutions of Ontario Co. was organized Jan. 30, 1874, and has not yet reported.

Visiting Committee for the Public Institutions of Broome Co. was organized February 7, 1874, commenced work by visiting the Jail, where almost all the prisoners were the victims of intemperance. The Alms House has eighty-seven inmates who seem well cared for. Here as in many cases there is an entire lack of religious services in the house, even in case of a death.

Visiting Committee for Public Institutions of Onondago Co. was organized February 21, 1874, and has not made any report.

LIST OF MEMBERS

OF THE

Visiting Committees:

For the Westchester Co. Poor-House.

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" W. F. BULKLEY.
 " H. D. BEMAN.
 " C. S. SANFORD.
 " S. HALLOCK.
 " GADSDEN.

Miss POST.

Mrs. DARWIN JAMES.

" E. W. MCGINNIS.
 " J. C. WILLETTTS.
 " THOMAS BALTZALL.
 " A. J. PERRY.
 " ALEX. ORR.
 " GOODENOW.
 " C. A. CLARK.
 " ARCHIBALD BAXTER.
 " A. S. BARNES.

Miss DORA ROBINSON.

" BULKLEY.
 " JENNY ROBINSON.

Mrs. W. MILLER.

" J. N. PARTRIDGE.
 " TERRY.

Miss S. GLOVER.

Mrs. A. E. MASTERS, JR.

" J. TILNEY.
 " C. THURBER.
 " A. FORMAN.
 " FRANKLIN TAYLOR.
 " S. CULBERTON.

Miss LUCY SPELLMAN.

Mrs. E. M. COGGESHALL.

Miss PACKER.

" MARY PRENTICE.

Miss ROBBINS.

Mrs. C. H. ELLERY.

" JAMES HUMPHREY.
 " MOSES S. BEACH.
 " J. P. DIKE.
 " A. C. FIELDS.
 " JOHN BULLARD.
 " S. V. WHITE.
 " J. HAZELHURST.
 " GEORGE TRASK.
 " W. A. ROEBLING.
 " H. B. DURYEA.

Miss ROBINSON.

Mrs. WM. MOSES.

" GUSTAVUS BRETT.
 " D. H. COCHRAN.

Miss WHITCOMB.

Mrs. C. M. CARY.

" JAMES B. CRAIG.
 " M. A. HOWLAND.
 " C. M. EDWARDS.

Miss J. KEESE.

Mrs. JOHN PARSONS.

Miss CARRIE LANE.

" BURCHARD.
 " ALICE B. CARY.
 " ANNIE J. LYMAN.

Mrs. JOHN BUCKINGHAM,

Miss BAYLIS.

" SPENCER.

Mr. E. H. R. LYMAN.

" ALEX. V. BLAKE.

Rev. R. S. STORRS, D. D.

" N. H. SCHENCK, D. D.
 " WM. IVES BUDDINGTON, D. D.
 " ALEX. REED, D. D.

Hon. JOHN. A. LOTT.

" S. S. POWELL.

Mr. R. H. MANNING.

" DWIGHT JOHNSON.
 " A. E. MASTERS.

Mrs. J. B. HUTCHINSON.

Mr. JAMES DEGRAUW.

Rev. F. A. FARLEY, D. D.

CHAUNCEY L. MITCHELL, M. D.

Hon. EDWARD A. LAMBERT.

Mr. A. A. LOW.

Hon. J. S. T. STRANAHAN.

Mr. JAMES L. MORGAN.

" HENRY E. PIERREPONT.

Hon. CYRUS P. SMITH.

Mr. S. B. CHITTENDEN.

" A. B. BAYLIS.

" JAMES HOWE.
 " W. T. HATCH.

MR. CHAS. A. TOWNSEND.
 " A. S. BARNES.
 " JOHN J. VAN NOSTRAND.
 " CHARLES R. MARVIN.

For Ontario Co.

MR. CHAS. A. RICHARDSON, *Pres.*
 " C. E. ROBINSON, *V. Pres.*
 MISS ANTOINETTE PIERSON, *Sec.*
 MRS. JUDGE WM. H. SMITH.
 " DR. GEORGE COOK.
 " DEPEW.
 DR. HAYES.
 MRS. S. BACCHUS.
 " DR. SCHWARTZ.
 " A. MURRAY.
 REV. DR. CURTIS.
 " MR. GREENE.
 " C. H. NICKERSON.
 " FRANK BAILEY.
 " FATHER ENGLISH.
 JUDGE JAMES C. SMITH.
 " WM. H. SMITH.
 MR. E. G. TYLER.
 " WM. H. ADAMS.
 MRS. T. M. HOWELL.
 " CALLISTER.

For Broome Co.

MR. J. B. GREGG, *Pres.*
 HON. WM. B. EDWARDS, *1st V. Pres.*
 MRS. A. E. ANDREWS, *2d V. Pres.*
 MISS SARAH SAYRE, *Sec.*
 MRS. ELIAS HAWLEY.
 " WM. BENEDICT.
 MR. JOSEPH E. ELY.
 MRS. D. B. SIMPSON.
 " M. SHAPLEY.
 " M. L. BARNES.
 " JOB N. CONGDON.
 " S. L. DUNHAM.
 " J. O'HARA.
 " HORACE N. LESTER.
 " E. I. FORD.
 " FRANCES W. MATHER.
 " L. T. OLMSTEAD.
 " S. D. MARTIN.
 " CHAUNCEY BEAN.
 " HENRY MORRIS.
 " E. M. NOYES.
 " WM. HARRIS.
 " CHARLES W. SANFORD.
 " M. W. BOSWORTH.
 " O. E. BUMP.
 " L. M. HALL.

MRS. A. C. HAWLEY.
 " C. L. PHILLIPS.
 " N. L. OSBORNE.
 " C. WORDEN.
 " JOHN ANDERSON.
 " JOHN CLAPP.
 " WALTON DWIGHT.
 " J. E. ELY.
 " RICHARD MATHER.
 MISS C. E. DE FOREST.
 MR. A. D. AMORY.
 " N. T. CHILDS.
 " JOHN CLAPP.
 " RICHARD ELY.
 " WM. HARRIS.
 " TRACY R. MORGAN.
 REV. S. L. DUNHAM.
 " L. C. FLOYD.
 " J. P. GULLIVER.
 " EDWARD TAYLOR, D.D.
 " LYMAN WRIGHT, D.D.
 " WM. A. HITCHCOCK.
 MR. J. R. NOYES.
 " WM. WILKINSON.
 DR. E. I. FORD.
 MR. HORACE LESTER.
 HON. B. N. LOOMIS.
 MR. RICHARD MATHER.

For Onondaga Co.

RIGHT REV. F. D. HUNTINGTON,
 D.D., *Pres.*
 MRS. DENNIS MCCARTHY, *1st V. P.*
 DR. D. D. LOVE, *2d V. Pres.*
 HON. GEORGE F. COMSTOCK, *3d V. Pres.*
 MRS. W. T. HAMILTON, *Rec. Sec.*
 " R. FRIZZELLE, *Cor. Sec.*
 " GEO. F. COMSTOCK.
 " GEORGE BARNES.
 " CHANDLER.
 MISS MCCARTHY.
 " D. FRENCH.
 " F. D. HUNTINGTON.
 " N. JENKINS.
 MISS ANNA SEDGEWICK.
 MRS. W. H. STEWART.
 " ROBERT TOWNSEND.
 " ALFRED WILKINSON.
 " A. C. BELDEN.
 " PROF. COMFORT.
 MISS GIFFORD.
 MRS. N. F. GRAVES.
 " AUSTIN.
 " P. W. EMENS.

MRS. EMORY.
 " DUDLEY PHELPS.
 " GEORGE STEVENS.
 " WARNER.
 MR. E. A. POWELL.
 " STYLES RUST.
 MRS. WM. JACKSON.
 MISS ARRIA HUNTINGTON.
 MISS ELIZA LAWRENCE.
 MR. JOHN CLARK.
 " W. D. DUNNING.
 " A. JUDD NORTHROP.
 MRS. DR. DIDAINA.
 " WW. JUDSON.
 MR. HENRY BABCOCK.
 " W. B. SMITH.
 MRS. DR. J. P. DUNLAP.
 JUDGE ANDREWS.
 MR. J. L. BAGG.
 " J. W. BARKER.
 REV. S. R. CALTHROP.
 DR. CLARY.
 PROF. COMFORT.
 MR. T. B. FITCH.
 " P. W. FOBES.
 HON. N. F. GRAVES.
 MR. W. T. HAMILTON.
 " A. A. HOWLETT.
 " E. B. JUDSON.
 HON. E. W. LEAVENWORTH.
 REV. MR. LECOMPTE.

MR. C. T. LONGSTREET.
 REV. MR. LOCKWOOD.
 " MR. MILLARD.
 MR. M. J. MYERS.
 REV. DR. O'HARA.
 MRS. E. W. LEAVENWORTH.
 " C. T. LONGSTREET.
 " E. A. POWELL.
 " GEN. SUMNER.
 " A. D. WHITE.
 MR. D. P. PHELPS.
 JUDGE PRATT.
 REV. MR. THURBER.
 HON. A. D. WHITE.
 DR. H. B. WILBUR.
 MR. A. WILKINSON.
 CHANCELLOR WINCHELL.
 HON. D. P. WOOD.
 MRS. JUDGE ANDREWS.
 " J. L. BAGG.
 " BURNETT.
 " A. BUTLER.
 " DR. CLARY.
 " ELLIS.
 " P. W. FOBES.
 " SANFORD.
 " C. B. SEDGEWICK.
 " BROWN SMITH.
 " W. A. SWEET.
 " HORACE K. WHITE.

NOTE.—We believe the above to be correct. For any errors that may have crept in, in consequence of changes, we hope to be excused.

[APPENDIX D.]

CONSTITUTION AND BY-LAWS

OF THE

State Charities Aid Association.

ADOPTED MAY 11, 1872.

ARTICLE I.

The Name of this Association shall be the STATE CHARITIES AID ASSOCIATION.

ARTICLE II.

The Objects of the Association shall be : 1st. To promote an active public interest in the New York State Institutions of Public Charities, with a view to the physical, mental and moral improvement of their pauper inmates. 2d. To make the present pauper system more efficient, and to bring about such reforms in it as may be in accordance with the most enlightened views of Christianity, Science and Philanthropy.

ARTICLE III.

The Association shall make an Annual Report on the 1st day of March to the Board of State Commissioners of Public Charities of the State of New York.

ARTICLE IV.

The Association shall be composed of both men and women.

ARTICLE V.

The officers of the Association shall consist of a President, a First Vice-President, a Second Vice-President, a Third Vice-President, a

Treasurer, a Secretary, a Corresponding Secretary, and a Recording Secretary. They, excepting the Secretary, shall be elected for the year by a two-thirds vote, by ballot, of members present at the Annual Meeting. The Secretary shall be appointed and removed by the Executive Committee. In case of the death or resignation of an officer, excepting the Secretary, a successor for the remainder of the year may be elected by a two-thirds vote, by ballot, of members present at any regular Monthly Meeting of the Association, two weeks' notice having been previously given in writing to all members by the Secretary.

Officers shall be ex-officio members of all Standing Committees.

ARTICLE VI.

The President shall preside at all meetings of the Association, or appoint a Presiding Officer from among those members of the Association present; shall appoint the members of Standing Committees; shall call Special Meetings at discretion or upon the written request of three members; shall appoint Special Committees, and shall have the objects and general interests of the Association in charge. The President shall, once every year, appoint an Auditing Committee to examine and report upon the accounts of the Association. This Committee shall consist of three gentlemen, not members of this Association.

ARTICLE VII.

The First, Second and Third Vice-Presidents, in the order named, shall, in the absence of the President, perform the ordinary duties of the President.

ARTICLE VIII.

The Corresponding Secretary and the Recording Secretary shall do such writing as may be required under the general direction of the Secretary.

ARTICLE IX.

The Secretary shall be the Chief Executive Officer of the Association, solely responsible for the management of its affairs, under such general rules and orders as shall be adopted by resolution of the Executive Committee. It shall be the special duty of the Secretary, in the first place, to bring about, by correspondence and personal visitation, the organization of Visiting Committees, auxiliary to this Association, for every Institution of Charity supported by the public funds in the State of New York, and afterwards to maintain such correspondence with and obtain such returns from them as shall be necessary to the furtherance of the objects of the Association.

The Secretary shall keep Minutes of the proceedings of all the meetings of the Association and of the Executive Committee; shall give notice of all Special Meetings; shall receive and file the reports of the different committees; and keep any accounts and records of the Association that may be required.

The Secretary shall obtain money needed to meet the expenses of the Association by written requisition, countersigned by one other member of the Executive Committee, upon the Treasurer, and shall account for the same at the Monthly Meetings of the Executive Committee, and at the Annual Meeting of the Association.

The Secretary shall make written Monthly and Annual Reports to the Executive Committee.

ARTICLE X.

The Treasurer shall collect and have charge of the funds of the Association; shall keep a regular account thereof, and make Monthly and Annual Reports of the condition of the treasury at the regular meetings of the Association.

ARTICLE XI.

There shall be an Executive Committee, composed of the Officers of the Association and the Chairmen of the Standing Committees. It shall hold meetings just previous to the regular Monthly Meetings of the Association, and oftener if desirable; it shall elect its own Chairman, and make its own By-laws; shall report in writing at the Monthly Meetings, and shall make a written Annual Report for the Association to the New York State Commissioners of Public Charities.

It shall be the duty of this Committee to define and adopt such course of action as may best promote the objects of the Association, and to devise ways and means for increasing the usefulness and efficiency of the Association.

It shall have authority to enforce the observance by all members of the Articles of the Constitution and By-Laws of the Association.

It shall provide for the visitation by its members, from time to time, of the Institutions of Public Charities throughout the State.

This Committee shall put itself into communication with the New York State Commissioners of Public Charities.

ARTICLE XII.

There shall be Three Standing Committees, as follows:

1. Committee on Children.
2. Committee on Adult Able-bodied Paupers.
3. Committee on Hospitals.

These Committees shall elect their own Chairmen, make their own By-laws, and, under the general instruction of the Secretary, they shall aid in the organization of, and correspondence with, the Visiting Committees.

They shall make written Monthly and Annual Reports of their work at the regular meetings of the Association.

ARTICLE XIII.

It shall be the duty of the Committee on Children to inform itself of the number, present condition, plan of education and ultimate disposition of the children in the Reformatories of this State, and in the State Institutions of Public Charities. It shall be the duty of this Committee to urge upon the community the very great importance of enforcing such enlightened measures in the care and training of these children as may tend to effectually destroy hereditary pauperism in this State, and to best enable them to become useful citizens and good men and women.

ARTICLE XIV.

It shall be the duty of the Committee on Adult Able-bodied Paupers to ascertain the number of able-bodied pauper men and women supported in the almshouses of this State, and the character and value of the labor, if any, performed by them. It shall be the endeavor of this Committee to have workhouses erected, to have the laws for the arrest and commitment of vagrants enforced, to relieve the industrious members of the community from the support of the idle, to uphold the dignity of labor, and, in a country where work can always be obtained, to take such measures as shall tend to abolish beggary and vagrancy.

ARTICLE XV.

It shall be the duty of the Committee on Hospitals: 1st. To inform itself of the number and present condition of the sick, the inebriate, insane, blind, deaf-and-dumb, idiot and aged paupers in the New York State Institutions of Public Charities, and to urge the adoption of such measures as are best adapted to restore the health, alleviate the sufferings, secure the humane care and comfort, and contribute to the happiness of these afflicted and aged people. 2d. To collect and impart information in regard to the latest and most approved plans for the construction, ventilation and disinfection of hospitals and asylums; to prepare plans of organization for their kitchen, linen, laundry and nursing departments, and to acquaint themselves with such hygienic and sanitary regulations as are in accordance with the most advanced views of the medical profession.

ARTICLE XVI.

There shall be Visiting Committees for every Institution of Charity, supported by the public funds, in the State. These shall receive their appointment from the Executive Committee of this Association, through its Secretary.

The Officers of all Visiting Committees shall be ex-officio Associate Managers of this Association. They shall make monthly reports of the work of their Committees to the Secretary of the State Charities Aid Associations on the first day of every month, and an Annual Report on the first day of February. They shall correspond with the State Charities Aid Association, and shall work under its control and by its direction.

ARTICLE XVII.

Advisory Members may be added at the discretion of the Association. Their duties shall be to further the objects of the Association, by advice and active assistance, whenever called for by the Executive Committee.

ARTICLE XVIII.

Associate Members residents of the State of New York, and Honorary Members not resident of this State, may be added at the discretion of the Association.

ARTICLE XIX.

The Monthly Meetings of the Association shall be held on the last Thursday of every month, June, July, August and September excepted. The Annual Meeting shall be held on the last Thursday of February. Seven members shall constitute a quorum at any meeting of the Association. Members may be admitted by a two-thirds vote of members present at any regular meeting of the Association, the name of the proposed member having been sent to the Chairman of the Executive Committee two weeks before the meeting.

The Chairman shall submit the name of the proposed member to the Executive Committee to be voted upon, and subsequently, if approved by a two-thirds vote, to the vote of the Association.

The failure of any member to attend three consecutive Monthly Meetings, without giving notice to the Secretary, may be considered by the President as equivalent to a resignation.

Associate Managers, Advisory, Associate and Honorary Members may attend the regular meetings of the Association, and upon invitation of the President, may take part in the proceedings, but shall not be entitled to vote.

ARTICLE XX.

The By-Laws, Rules, and Regulations adopted by the different Committees must be in accordance with, and subordinate to, the Constitution and By-Laws of the Association. The By-Laws of the Association must be in accordance with, and subordinate to, the Articles of the Constitution. The By-Laws of the Association may be amended by a two-thirds vote of members present at any regular Monthly Meeting of the Association.

ARTICLE XXI.

This Constitution may be amended by a two-thirds vote of members present at any regular meeting of the Association, intention to move the proposed amendment having been handed in to the Secretary three weeks previous to the meeting. The Secretary shall send to each member of the Association two weeks' notice of this meeting, with a written copy of such proposed amendment. To constitute a quorum at this meeting, two-thirds of all the members of the Association must be present.

BY-LAWS.

NO. I.—ORDER OF BUSINESS.

The following shall be the Order of Business at the regular meetings of the Association :

1. The Secretary shall read the Minutes of the last preceding Meeting. Action thereon.
2. Report of the Treasurer, and action thereon.
3. Reports, if any, of other Officers, and action thereon.
4. Report of Executive Committee, and action thereon.
5. Reports of Standing Committees, and action thereon.
6. Reports of Special Committees, if any, and action thereon.
7. Unfinished Business.
8. New Business.
9. The President may read any written communications, or selections from printed matter, bearing upon the work of the Association.

NO. II.

At any Special Meeting of the Association, the business for which the meeting has been called shall be transacted, and no other business.

NO. III.

At Meetings of the Executive Committee three members shall constitute a quorum.

[APPENDIX E.]

LIST OF ANNUAL SUBSCRIPTIONS

TO STATE CHARITIES AID SOCIETY.

From 20th May, 1872, to 2nd March, 1874.

Mrs. Lucius Tuckerman.....	\$5 00
Ellen Collins.....	5 00
Francis Bacon.....	10 00
Mrs. Jos. Hobson (2 years).....	20 00
“ Jno. Crosby Brown (2 years).....	20 00
D. E. Hawley	10 00
Mrs. G. De F. Lord.....	10 00
“ W. H. Osborn.....	10 00
Miss Mary C. Bell and Sister.....	20 00
W. P. Brown.....	10 00
A. H. Barney.....	10 00
Miss M. Wisner (2 years).....	10 00
Mrs. G. Howland.....	10 00
“ Jas. A. Brown.....	10 00
“ Frank Vincent (2 years).....	10 00
C. S. Barney.....	10 00
Mrs. H. Draper.....	5 00
“ A. Stokes (2 years).....	20 00
“ Jas. Brown (2 years).....	20 00
“ Eugene Delano.....	10 00
“ Walter Scranton.....	10 00
“ Van Auchen.....	5 00
Willis Blackstone.....	5 00

Mrs. Hamilton Fish.....	\$10 00
" A. Hamilton (2 years).....	20 00
" Schuyler (2 years).....	20 00
" P. M. Clapp.....	5 00
Miss R. B. Long.....	5 00
" E. P. Rogers.....	10 00
Dr. Bronson.....	10 00
Mrs. J. A. Sweet (2 years).....	10 00
" L. M. Hoyt.....	5 00
" H. Kuhn (2 years).....	20 00
" Macaulay.....	5 00
Miss S. F. Cooper.....	5 00
R. M. Hoe.....	10 00
Mrs. W. Starr Miller (2 years).....	40 00
C. L. Brace.....	10 00
Miss Woolsey.....	5 00
Rev. J. S. Bush.....	2 00
Mrs. Sanford Cobb.....	5 00
" C. R. Lowell (2 years).....	10 00
" C. C. Norville.....	2 00
Miss Norville.....	2 00
Mrs. Bowdoin (F.).....	10 00
" C. A. Richards.....	10 00
Philip Schuyler (2 years).....	40 00
Mrs. Philip Schuyler (2 years).....	40 00
" E. S. Auchmutz.....	20 00
Miss Delano.....	10 00
Mrs. L. M. Minturn.....	5 00
" A Friend " through Miss Schuyler.....	20 00
Miss C. R. Henderson.....	5 00
" M. W. Henderson.....	5 00
Mrs. J. J. Astor.....	20 00
" Robert Woodworth.....	20 00
Miss A. P. Carey.....	10 00
" Rosalie Butler.....	5 00
" Maria Whitney.....	10 00
Wm. F. Cary.....	50 00
A. Hamilton, Jr.....	50 00
G. L. Schuyler.....	25 00
Miss G. Schuyler (2 years).....	8 00
Mrs. Alfred Pell.....	10 00
" R. B. Minturn.....	20 00
" David Lane (2 years).....	20 00
" Rutherford Stuyvesant (2 years).....	20 00

Mrs. Cyrus W. Field.....	\$10 00
“ W. E. Dodge, Jr., (2 years).....	20 00
Miss Julia Delafield.....	5 00
“ Ellen Robbins.....	5 00
“ H. L. Robbins.....	5 00
Mrs. Wm. B. Rice.....	10 00
“ Henry P. Worthington.....	5 00
“ W. C. Schermerhorn (2 years).....	10 00
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	\$969 00

DONATIONS.

Miss M. Louisa Shaw.....	\$75 00
E. C. Jay.....	50 00
J. J. Astor.....	50 00
Mrs. J. J. Astor (twice).....	40 00
“ C. R. Lowell.....	25 00
Alex. Hamilton.....	50 00
John C. Carey.....	50 00
Miss L. L. Schuyler.....	16 72
G. L. Schuyler.....	25 00
R. J. Livingston.....	50 00
Howard Potter.....	100 00
Mrs. J. J. Phelps.....	50 00
Jno. Cary, Jr.....	50 00
Jno. Sneden.....	50 00
M. A. Grosvenor.....	50 00
J. F. Sheafe.....	50 00
Mrs. L. P. Magher.....	20 00
F. F. Thompson.....	20 00
Stewart Brown.....	50 00
Mrs. L. Rutherford.....	10 00
“ F. Morris.....	20 00
V. G. Hall.....	20 00
W. A. Smith.....	20 00
Miss Georgiana Schuyler.....	20 00
Mrs. A. M. Minturn.....	20 00
“ John Warren.....	10 00

John C. Brown.....	\$250 00
Alex. H. Brown.....	250 00
Mrs. R. Woodworth.....	10 00
Miss A. P. Cary.....	10 00
Mrs. H. Kuhn.....	10 00
W. E. Dodge, Jr.....	250 00
A. P. Stokes.....	250 00
Jas. Stokes.....	250 00
W. E. Dodge.....	100 00
D. W. James.....	250 00
J. Pierrepont Morgan.....	250 00
James M. Brown.....	250 00
J. A. Roosevelt.....	125 00
Thos. Roosevelt.....	185 00
M. K. Jessup.....	100 00
R. J. Livingston.....	250 00
L. P. Morton.....	250 00
	<hr/>
	\$8971 72

3
VI
No. 7.

State Charities Aid Association

THIRD ANNUAL REPORT

OF THE

State Charities Aid Association

TO THE

STATE BOARD OF CHARITIES

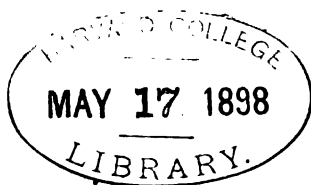
OF THE

STATE OF NEW YORK,

March 1, 1875.

NEW YORK:

52 EAST TWENTIETH STREET.



The Assoc.

NO. 7.

State Charities Aid Association.

52 EAST 20th STREET, NEW YORK.

OFFICERS.

1875-76.

President:

MISS LOUISA LEE SCHUYLER.

Vice-Presidents:

MR. HOWARD POTTER.
MRS. WILLIAM B. RICE.
MR. FRED. LAW OLMSTED.

Treasurer:

MR. JOHN CROSBY BROWN, 59 Wall street.

Secretary:

MISS EDITH GRACE PUTNAM.

Corresponding Secretary:

MRS. d'OREMIEULX.

Recording Secretary.

MISS S. E. MINTON.

EXECUTIVE COMMITTEE.

MRS. WILLIAM B. RICE, Chairman, 17 E. 23d st.	Mrs. d'OREMIEULX, 7 Winthrop place.
MISS LOUISA LEE SCHUYLER, 19 W. 31st st.	MISS S. E. MINTON, 204 W. 14th st.
MR. HOWARD POTTER, 37 E. 37th st.	" CARY, 267 Fifth avenue.
" FRED. LAW OLMSTED, 209 W. 46th st.	DR. ELISHA HARRIS, 58 Bible House.
" JOHN CROSBY BROWN, 59 Wall st.	" C. R. AGNEW, 266 Madison avenue.
	MR. HENRY E. PELLEW, 18 W. 33d st.
	MISS WOOLSEY, 17 E. 33d st.
	MR. F. A. STOUT, 21 E. 9th st.

STANDING COMMITTEES.

On Children:

MISS CARY, *Chairman*, 267 Fifth avenue.
MRS. F. R. JONES, *Secretary*, 49 E. 23d st.
MR. C. L. BRACE, 19 E. 4th st.
MRS. LUTHER M. CLARK, 18 Gramercy Park.
DR. J. H. EMERSON, 81 Madison avenue.
MRS. HENRY E. HOWLAND, 300 Lexington avenue.
DR. JACOBI, 110 W. 94th st.
MISS C. H. PATTERSON, 30 W. 20th st.
MR. HOWARD POTTER, 37 E. 37th st.
" A. L. RICHARDS, 43 South st.

On Adult Able-bodied Paupers:

DR. ELISHA HARRIS, *Chairman*, 58 Bible House.
MRS. C. R. LOWELL, *Secretary*, 120 E. 20th st.
MR. THOMAS C. ACTON, 170 Fifth av.
" DORMAN B. EATON, 2 E. 29th st.
" S. F. EMMONS, 47 Lafayette place.
MRS. d'OREMIEULX, 7 Winthrop place.

REV. H. C. POTTER, D.D., 804 Broadway.
MR. JAMES ROOSEVELT, 37 William st.
" JACKSON S. SCHULTZ, 300 Madison avenue.

On Hospitals:

DR. C. R. AGNEW, *Chairman*, 266 Madison avenue.
MRS. ETHAN ALLEN, *Secretary*, 45 W. 52d st.
MR. JAMES W. BEEKMAN, 5 E. 34th st.
PROF. C. F. CHANDLER, 70 E. 49th st.
DR. WM. H. DRAPER, 4 E. 37th st.
MISS GOULD, 5 Madison square North.
MRS. ALEX. HAMILTON, 17 Washington square.
DR. JOHN H. HINTON, 41 W. 32d.
MRS. JOSEPH HOBSON, 2 E. 15th st.
" LYDIE M. HOYT, 36 Washington square.
MR. J. M. HURTADO, 63 Pine street.
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THIRD ANNUAL REPORT
OF THE
State Charities Aid Association.

To the State Board of Charities :

GENTLEMEN: While reviewing the work of the past year, in our Third Annual Report, we would also define the present position of the Association, and the principles which have thus far guided us.*

The State Charities Aid Association was organized on the 11th of May, 1872. Its objects may be briefly stated as follows: 1st. To insure a more faithful and efficient administration of the present poor law system of the State of New York. 2d. To improve the system itself through legislative action based upon principles comprising the alleviation of suffering and the reduction of pauperism.

It proposes to accomplish these ends through the formation of an enlightened public opinion. And it proposes to form this public opinion in two ways. 1st. By the organization of Visiting Committees throughout the State for the Public Institutions of Charities and for the recipients of Out-Door Relief; such Committees to be composed, without distinction of sect or party, of men and women who command the respect and confidence of their own communities through superior ability

* This report was read at the Third Annual Meeting of the Association, held at Association Hall, on the evening of March 2d, 1875. Mr. William Cullen Bryant, presided; and addresses were made by Rev. William Adams, D.D., Rev. H. C. Potter, D.D., and Chief-Justice Charles P. Daly. See Appendix A.

and purity of character. Working in co-operation with State and local officials, earning their own experience, arriving at their own conclusions, these Committees are now engaged, not only in rectifying existing abuses, but in solving those problems of pauperism which are constantly presenting themselves. 2d. By means of a Central Association, having its headquarters in this city, whose duty it is to organize Visiting Committees, to study the reports received from them, and to base upon these returns such general measures as may tend to relieve the evils complained of. Also to collect and disseminate the latest and best information upon subjects connected with the different departments of our work, derived from the recognized authorities of this and other countries. Also, eventually, as the result of further experience, to bring about a new Poor-law system for the State of New York, which shall be based upon sounder principles than the one now in force.

We believe our methods of work, as given above, to be in entire accordance with the principles of a Republican form of Government, whereby each citizen is responsible, so far as his power extends, for the good or bad government of his country.

It will be remembered that in May, 1873, we secured the passage of a law, drafted by our Committee on Legislation, which empowered the State Board of Charities to appoint Local Visitors for the Public Institutions of Charities in their respective counties. The results derived from the operation of this law justify us in believing it to be entirely consistent with the principles already stated.

By giving the visitor the power of inspection alone, the responsibility of the local official is not divided; and by appointing as visitors men and women who possess the confidence of their own community, the responsibility of appointing trustworthy officials, and providing means for the suitable care of pauper dependents, is pressed back upon the county, where this responsibility belongs, by its own tax-payers and citizens. It is also noticeable in this connection that these visitors, being local inspectors, have thus far escaped the jealous hostility shown in Europe to Government Inspec-

tors coming from a distance. The legal power is pre-eminently valuable as giving the visitor a recognized position, and we cannot over-estimate this advantage. At the same time, it has seemed best to us to impress upon those of our visitors who, at our request, have received their legal appointment from your Board, not to bring this forward too prominently. We hope, and the hope has been justified, that the legal powers should be lost sight of in the united interest of a large body of earnest workers. Making no invidious distinctions themselves, none are made by the officials of the institutions, who look upon all alike as friends and neighbors, ready to strengthen their hands in every effort for good; ready, also, to expose fearlessly any neglect of duty or existing abuse. The good results of the passage of the law have been especially marked in an adjoining county, where at one time the right of citizens to visit their public institutions was questioned. The appointments having been made, the excitement gradually subsided, and the positions of the respective parties being defined and recognized, a gratifying spirit of harmony now prevails between officials and volunteers, recently shown in united action toward much-needed reforms.

Up to the present time we have organized twenty-seven Local Committees, and we hope to extend these throughout the sixty Counties of the State. During the past year, five of our Committees have disbanded, and eleven new Committees have been formed. Of the twenty-two active branches of the Association, there are: in New York City, three Local Committees; for Brooklyn, Newburg, Goshen, Auburn, Syracuse, Rochester, Cooperstown, Ithaca, Kingston, New Paltz, Norwich, Monticello, Delhi, Watertown, Staten Island, Penn Yan, each one; and for Westchester, Suffolk, and Queens Counties, each one. Total number of members about 1,000.*

As stated in a former report, in Queens County the atrocious

* The Annual Reports of these Committees are due February 1st. As most of them have not yet (March 1st) been received, we are unable to give their work the full mention we could wish.

system of farming out the poor to the lowest bidder, has been nearly broken up through the influence of our committee there. Barnum's Island has been purchased, and suitable county buildings provided, where the poor are properly cared for. The five or six separate buildings on the island insure a complete separation of the sexes, as well as other self-evident advantages.

On the 16th of last December a general meeting of the Association was held at our rooms. The following Visiting Committees were represented by delegates: Westchester, Richmond, Kings, Queens, and Suffolk Counties; New York Bellevue Hospital, and Randall's Island; Newburg City Almshouse; Delaware, Orange, Ulster, Cayuga, Jefferson, and Onondaga Counties. The meeting was called for the purpose of promoting personal intercourse between the members of the Association, thus bringing about an interchange of views and a quickening of interest in our work. We were much gratified by the large attendance on this occasion, many persons coming from distant parts of the State, as well as the marked character of the audience. Any reform movement capable of gathering as earnest workers in its behalf as the representative men and women who met with us on that day must sooner or later carry the whole State with it. It was another proof, if this were needed, that the evils connected with our present pauper-system have at last been recognized by the intelligent and influential members of the community. The results of the meeting have more than fulfilled our expectations. It has not only bound the members of the Association more strongly together for united action, but, owing to the wide-spread report of the proceedings given by the New York City daily press, to whom our hearty thanks are continually due for many generous services, the interest in the whole question of pauperism has been extended throughout this and other States.

We divide our work into four departments, represented by four Standing Committees upon Children, Hospitals, Adult Able-bodied Paupers, and a recently added Out-door Relief Committee.

According to a valuable and interesting report upon Poor-house children, recently made by a member of your Board who has given much time and earnest attention to the subject, the number of children remaining in County Poorhouses in 1874 was 615 ; in City Almshouses, and principally in those of New York City and Brooklyn, 1,739. Total, 2,354.

Seconding the efforts of the Board, we hope to aid in securing the removal of these children from the pernicious influences which now surround them, and, by placing them with respectable families, to save many of these little ones from lives of peculiar suffering and crime, and also to destroy hereditary pauperism. We advocate finding homes in families for children of sound minds and bodies rather than gathering them in institutions, believing this to be more in accordance with the dictates of nature and the better development of the child. Four of our County Committees have already found homes for Poorhouse children, but much remains to be done in this direction. About 1,300 children on Randall's Island are now brought in daily contact with convict women, sentenced to short terms of imprisonment for intoxication, debauchery, and other offenses.

It was at the general meeting in December that Dr. Elisha Harris, one of our most valued members, narrated, as the result of his own personal investigations, the terrible story of "Margaret, the mother of criminals." Those who heard it can never forget the impression made upon them as they listened to the frightful results, in the propagation of suffering and crime, caused by the neglect of one poor little pauper child, eighty-five years ago. Her name was "Margaret." Perhaps an orphan, perhaps abandoned by her parents, this poor little girl was left adrift in one of the villages of the upper Hudson. There was no alms-house in the place ; but she was a subject of out-door relief, probably receiving occasionally food and clothing from the officials, but never educated, and never kindly sheltered in a home. She became the mother of a long race of criminals and paupers, and her progeny has cursed the county ever since. The county records show *two hundred*

of her descendants who have been criminals. In one single generation of her unhappy line there were twenty children; of these three died in infancy, and seventeen survived to maturity. Of the seventeen, nine served in the State Prisons for high crimes an aggregate term of fifty years, while the others were frequent inmates of jails and penitentiaries and alms-houses!

Of the 623 descendants from this unhappy girl, who was left on the village streets and abandoned in her childhood, a great number have been idiots, imbeciles, drunkards, lunatics, paupers, and prostitutes; but 200 of the more vigorous are on record as criminals. It is estimated that this neglected little child has thus cost the county authorities, in the effects she has transmitted, at least one hundred thousand dollars in the expense and care of criminals and paupers, besides the untold damage she has inflicted on property and public morals. When we think of the multitude of wretched beings she has left upon the earth; of the suffering, degradation, ignorance, and crime that one child has thus transmitted; of the evil she has caused to thousands of innocent families, and the loss to the community, we can all feebly appreciate the importance to the public of the care and education of a single pauper child.*

At the meeting where these terrible facts were first brought to the notice of the public, the following resolution was unanimously adopted:

Resolved, That the Visiting Committees of the State Charities Aid Association pledge themselves to make it a distinct and definite part of their work to secure suitable homes in private families for all children of sound mind and body now in the poor-houses, almshouses, and other public institutions of the State in their several counties, or who may hereafter come into them—homes where these children may be carefully trained and fitted to become respectable and self-supporting citizens.

We hope that the members of our Visiting Committees will

* *New York Times*, December 19, 1874, and January 18, 1875.

not only assist in finding benevolent persons willing to give these children homes, but that they will also visit the children placed in them. So confident are we that the family life is the best for children, that we believe the day is not far distant when many of our present well-managed private orphan asylums and institutions in which children are now growing up, will, while retaining their present organizations, devote their efforts to the care of those children who are diseased and feeble-minded, serving otherwise only as centers of collection whence healthy children shall be speedily passed on to homes in families.

The reports received by the Hospital Committee of the Association, show sad neglect in the care of the sick and insane in many of the Poor-house Hospitals in the State, and great ignorance regarding hospital construction and the laws of sanitary science. Not sufficient provision has yet been made for the chronic insane, the State Asylum at Ovid being full. The harmless insane in many of the Poor-houses live in cells and suffer from cold and hunger. In a late report the visitors speak of having seen the dinner served to thirty-two insane patients. It consisted of one table-spoonful of fish, and one potato for each person. Water spilled in the same room froze on the floor. This was at the notorious Flatbush Insane Asylum, in Kings County, of which the State Commissioner in Lunacy, in his last report, gives the sworn testimony of officials and attendants in charge, that for several weeks the patients were in a half starved condition. There are about 730 patients in this Asylum. The members of our Visiting Committee, in Brooklyn, supported by the press, are now rousing their citizens to a knowledge of the inhumanities perpetrated in this Asylum, and we may shortly look for reform in this direction. Meanwhile, the citizens of New York, at the request of the State Commissioner, are requested to form themselves into Visiting Committees for the Asylums on Ward's and Blackwell's Islands, as these also require attention. The Commissioner dwells upon the want of warm clothing for the Insane in the poor-houses, and says that the

insufficiency of food is often eked out by orders upon the apothecary for stimulants. Our Visiting Committees of Westchester and Orange Counties are using their influence to secure additional county asylums for the chronic insane; while in Monroe County, through the efforts of our Committee, the Insane Asylums have been entirely renovated.

The subject of the treatment of the Chronic Insane is one which requires very careful consideration. The expectation of life of an incurable insane person is about eighteen years. Many chronic cases are subject to more or less acute exacerbations of mental disease, and require constant watching and careful control. It is essential, therefore, that the entire class of the Chronic Insane should be under the observation and treatment of expert medical men at all times.

The problem is to provide the best medical attendance, the most suitable industrial occupations, and the best hygienic surroundings, with the least outlay of public money. There are hospitals or asylums either completed or in process of erection for the different sections of the State. Many of them have ample grounds for additional buildings. It would be better for the interests of the Insane, as well as for economy in the State, if comparatively cheap cottage buildings were erected near the existing hospitals. In these buildings the harmless might be sheltered, and on the occurrence of acute symptoms, rendering the subjects dangerous to themselves or others, immediate access might be had to the neighboring hospital.

Workshops might also be provided and farm and dairy work carried on, so that the chronic or harmless cases might, with great benefit to their health, aid in their own support and that of the hospitals with which they are related. Every effort should be made to finish the incomplete hospital buildings at Buffalo, Poughkeepsie, and Middletown, that the acute insane may have immediate accommodation and care, and thus the growing number of the incurable be kept down. *Seventy per cent. of the insane are curable if treated early and humanely*, and economy as well as humanity demands that,

while no effort should be spared to gather the chronic insane in proper asylums, the interests of the former class be not neglected. The want of adequate hospital provision for the acute cases is now adding to the list of the incurable insane in our State many hundred cases annually.

We would, therefore, suggest to the Committees that they throw their influence in the direction of having the present unfinished State Asylums completed, and that they also attempt to secure such additional legislation as may be necessary to provide suitable buildings for the chronic insane on the grounds of the State Asylums and under the same management. We are assured that this plan has already been advocated by the eminent physicians in charge of our best-managed asylums, and that it will receive their support and co-operation.

The Poughkeepsie Hospital has three hundred acres of land, and includes in its admirable plan and completed water-works adequate provision for the chronic insane in the district for which it is being built. Similar provision has been, or can readily be made, by the other State Asylums.

The following resolutions upon Hospital Construction, prepared by our Committee on Hospitals and adopted by the Association, embody principles which should be widely disseminated and enforced :

Resolved, That permanent and substantial hospital structures are desirable for the insane, for the infirm and aged, for patients requiring to be provided with a permanent or very prolonged residence under the frequent observation of a physician, and not suffering from open wounds, or contagious and infectious diseases.

Resolved, That for all other purposes one-story pavilion wards are much to be preferred, while for the proper treatment of surgical cases, and all contagious and infectious diseases they are absolutely essential. Such pavilion wards may be built of wood, and may be of slight and comparatively cheap construction; the floors should be raised from the ground, and it is desirable that the administration rooms and

water-closets should be in a separate though connecting building.

Resolved, That for obstetrical cases a sufficient number of one-story pavilion wards should be provided, to be used alternately, and containing each never more than six beds; also, that such cases should never be treated in connection with, nor the pavilions be situated near, a General Hospital.

Many improvements have been brought about by the Visitors in several of the City and County Poor-house Hospitals, but much remains to be done. Knives and forks, and other desirable table furniture, additional sheets and towels, have been introduced; also better cooking, "special diet," paid nurses where formerly there were none, greater cleanliness, improved ventilation. We again protest against the poisoned, ill-ventilated, badly constructed building called Bellevue Hospital, as unsuited for hospital purposes; also against the dilapidated engine-house known as the Park Reception Hospital. Both these buildings should be demolished and rebuilt. The last-named hospital has received 1,206 patients during the past year, most of them accident cases, or cases of extreme gravity.* The ventilation of Charity Hospital remains unimproved, and in a very bad condition.

A pamphlet upon Hospital Construction will shortly be issued by this Association.

A permanent improvement in nursing has been introduced in Bellevue Hospital by the establishment there of a Training School for Nurses. One of our members visited England to study Miss Nightingale's system, and the result was the opening of the present school at Bellevue Hospital in May, 1873. The school at present covers nine wards of the hospital, and consists of twenty-nine nurses and probationers. It is proposed eventually to extend it over the entire hospital. Fourteen of the nurses who have been in training for a year or more have recently passed a very rigid examination by members of

* Since the above was written, the Park Hospital building has been condemned as unsafe by the Superintendent of Buildings, and the patients have all been removed.

the House staff of physicians and surgeons, and the Bellevue Hospital Medical Board has sent the Training School Committee resolutions expressive of its sense of the value of the school, and recommending it to the support of the public, not only on account of the improved nursing in the hospital, but as furnishing well-trained nurses for private practice.

The pernicious practice of allowing Maternity Wards in a General Hospital, where there are surgical cases, has been discarded in other countries, while we have apparently overlooked the importance of separate buildings for lying-in cases. When the death-rate from puerperal fever, as an epidemic, in Bellevue Hospital, last spring, had reached the height of nearly two deaths out of every five of all the women delivered, it was through the representations of our Visiting Committee that these wards were finally closed, and the twenty-five remaining women, already showing symptoms of the disease, removed to a one-story pavilion ward on Blackwell's Island. All recovered.

Our Hospital Committee, at the request of one of the City Commissioners of Charities, has recently been engaged in the preparation of a plan for several new Maternity Wards. But the proposed site for these wards is so manifestly unfit, that we would here publicly record our protest against it. Too near Bellevue Hospital, and just north of the dead-house and post-mortem room, contagion under such circumstances is almost unavoidable.

We have no record of the innumerable acts of kindness throughout the State, shown by our visitors to convalescents leaving hospital. We hear, now and then, of clothing obtained for some, and employment for others; of persons sent home to their families in this and other States, or to Ireland and Germany; of artificial legs provided; of assistance rendered in many ways. An important feature in our work has been the influence exerted over fallen girls in one large hospital. Thirty-eight of these girls, at their own request, have gone back to their parents or into safe retreats, aided by the visitors. Another branch of our work has been the collection of books,

magazines, and newspapers, for distribution among the public institutions of charities. The books and magazines are sent to our rooms, while we ask travelers on the lines of the New Haven, Harlem, and Hudson River Railroads, to drop their once-read morning papers into the boxes provided near the exits of the 42d and 30th street stations. Our reports speak of 5,000 books, magazines, and papers, also of twenty-seven boxes of books and pamphlets not counted, sent to about twenty-five different institutions.*

Much attention is being given to the question of what is the best treatment for adult, able-bodied paupers. The Committees of Suffolk, Queens, and Richmond Counties are earnestly trying to solve the problem. Our Committee on Legislation is also considering what legal measures may be necessary to oblige these lazy vagabonds to work. In one Almshouse 619 idle women were reported, all of them able to work. And the visitors also complain that the men tramps who infest our Poor-houses in winter are supported in idleness. We protest against a system which obliges the honest and industrious members of the community to support large numbers of vicious and idle men and women, who are able but not willing to work.

We would call your attention to several recent amendments to our Constitution. One of these gives our Associate Managers, the Presidents and Secretaries of all Local Visiting Committees, the right to vote at any of the regular meetings of the Association. Another places our Library on a more permanent basis. This has within the past year been added to by donations of German pamphlets upon various subjects connected with our work, from Darmstadt and from Elberfeld; also 42 volumes of Poor Law Reports from the Local Government Board of England, several volumes of English Law Books upon Pauperism, and other miscellaneous matter. One

* The lady who originated this work has recently died in Paris. An invalid and a sufferer for many years, Mrs. Alfred Pell received the newspapers and books at her own house, and from her sick-rooms directed every morning their daily distribution to the hospitals.

very important amendment adds a new department of work, by the addition of a Standing Committee upon Out-Door Relief. We confess that we assume this new duty with some solicitude, knowing but too well the difficulties and dangers with which it is connected. But the importance of the work is so great, and its power for good or for evil, as it shall be conducted, so vast that we can no longer delay giving the subject the attention it demands. We give in full the text of this important amendment.

"It shall be the duty of the Committee on Out-Door Relief: 1st. To try and secure co-operation between officials and volunteers in the administration of Out-Door Relief, and to bring about such reforms in the present system that it may conduce to the reduction of pauperism. 2d. To advocate those practical measures in behalf of the poor which best promote self-support and self-respect, and which, in exceptional seasons of distress, shall so assist the worthy poor that they may be saved from becoming paupers."

Our Visiting Committees have been in advance of the Central Association, ten of them having already added the Out-Door Relief work to their original plans. The Rochester Committee was the first to take up the Out-Door Relief service, two winters ago. Newburgh has just completed the districting of her city. Syracuse is carefully studying the problem, and is devising a system suited to her needs. Two of our Branches have brought about a union between official and volunteer aid. The result of such coöperation in the town of Castleton, Richmond county, has been the reduction of nearly one-third of the county expenses for Out-Door Relief. We strongly advocate the union of official and volunteer aid in the administration of Public Charities. One of our members has recently been making personal investigations of several of the best systems to be found in Europe, and we are collecting information upon this subject from every quarter.* We can borrow with advantage from the experience of England

* See Appendix B. Address of the President of the Association at the meeting of December 16, 1874.

and Germany, but we do not yet know the best methods for this country. The Out Door Relief work involves large experience of the needs of the poor, and how best to help them without pauperizing them.

And it is here that the danger arises already alluded to. Unless Out-Door Relief is administered with very great care and under very strict and well considered rules, it will be the means of increasing and not of reducing pauperism. "England was brought nearer to the brink of ruin by the Old Poor-Law than she ever was by a hostile army."* And this Old Poor-Law was nothing less than a pernicious system of Out-Door Relief which was gradually pauperizing the nation. The passage of the new Poor Law in 1834, arrested this evil, but the terrible inheritances from the old system are still felt in that country.

No one plan for the wise administration of Out-Door Relief can be given which will be applicable to all localities. It must differ according to the size and circumstances of each place. While united action between officials and volunteers is desirable for all places, the character of such united action must, in some degree, vary with each.

A few general principles may, however, be broadly stated.

1. District Visiting among the poor, to be efficient, requires the coöperation of a large corps of volunteers; large enough to give each visitor but few families or a small number of houses to visit. These visitors should be composed of both men and women; and the visitor should be required to visit regularly, and to possess accurate and detailed information of the circumstances of each poor person visited.

2. Visitors should not have the power of granting relief. This should be voted by a Board of Reference, to which the visitor should report. The relief voted may afterward be given by the visitor.

3. In providing relief this Board should carefully take into consideration the circumstances of each case, and the

* "Pauperism, its Causes and Remedies." By Prof. Fawcett, M. P.

recommendations of the visitors, and should give such advice and grant such relief as may tend, as far as possible, toward the eventual self-support of the recipient. Supplying work instead of alms; loans instead of doles, will often prevent, in a crisis, the industrious poor from becoming paupers.

4. Excepting for criminals as part of their penal servitude, and vagrants, the State should never undertake, outside of its almshouses, to provide work for unemployed workmen. The disastrous results of this experiment of National Workshops in France in 1790 and '91, and in 1830 and '48, need only be referred to. That private charity, on the contrary, should exert itself to find and provide work for the poor, in times of exceptional distress, is one of the best forms it can take. Labor Exchange Bureaus will be found valuable.

5. For effective labor among the poor, information of what is being done for them by others is necessary to the District Visitor. A central point, or Bureau of Charities, to which all local charities, public or private, shall report, giving lists of their respective beneficiaries, and whence the information obtained shall be available to all workers among the poor, is indispensable.

The subject of out-door relief is too important to be worthily treated within these limits. Nor are we at present prepared to deal with it. We must move slowly, learning by experience, and hoping to make as few mistakes as possible.

The important question of how best to unite official and volunteer aid in the administration of charities remains to be solved. The subject is constantly before us, and we have given it some attention. But we are not as yet competent to bring forward any conclusions in regard to this interesting problem.

A wide-spread dissatisfaction with our present public and private administration of charities meets us at every turn. It is a healthy sign, for our people are not prone to find fault without at the same time looking for a remedy. And this remedy will be found when they are once thoroughly aroused to the evils of the present systems. When they have dis-

covered that our Public Institutions of Charities, especially in the larger cities, are, for the most part, managed in the interest of political parties rather than for the benefit of the pauper inmates; when they find that children who have grown up in institutions are in general neither capable of self-protection nor self-support as men and women; when they realize that both our public system of Out-Door Relief, and our private indiscriminate, careless alms-giving combine to increase the evil of pauperism, instead of reducing it—then we may look for the light from beneath the dark cloud, for the promise of the morning will have come.

Those who unite with us as active workers, must bring with them an earnest hope and a large patience. They must overlook present discouragement for the sake of the great and lasting results to be attained in what may be a far-off future. They must remember that the first step toward the reform of our present Poor-Law system, is by faithfully and persistently exposing its defects. Their work will commend itself to the thinking and intelligent portion of the community, and sooner or later bear fruit. No worker need join our ranks who cannot bear discouragement. No giver is asked to support it who cannot recognize its scope and value. That, under these circumstances, both workers and givers have been found who, for three years, have faithfully carried on this reform movement in spite of all discouragements, and whose numbers are constantly increasing, strengthens our faith and gives us renewed hope for the coming year.

For the Association.

LOUISA LEE SCHUYLER,

President.

NEW YORK, March 1, 1875.

REPORTS OF VISITING COMMITTEES.

THE Reports of Visiting Committees during the past year furnish us with the following items:

VISITING COMMITTEE FOR BELLEVUE AND OTHER PUBLIC HOSPITALS IN NEW YORK CITY.

ORGANIZED JANUARY 26TH, 1872.

This Committee now visits six hospitals, viz.: Bellevue, Park Reception, Ninety-ninth Street Reception, Charity and Convalescent Hospitals, and Hospital for Incurables.

For a complete statement of the work of this Committee we would refer to their last Annual Report, now published; and, as many points have also been mentioned in the main body of the President's Report, this summary will be of necessity brief and imperfect.

The Superintendent of the Training School for Nurses has been made Matron of Bellevue Hospital, and both there and in Charity Hospital, under the new Chief-of-Staff, there has been improvement in several details. But the supplies of all kinds have been frequently poor and scanty; from the bad system of administration it is difficult to fix the responsibility for this upon any one, but it seems to lie finally with the Medical Inspector, who has been permitted to cut down requisitions arbitrarily and without supervision. The hospital buildings are nearly all defective in construction, many of them over-crowded; and there is urgent need of more hospital room in the lower part of the city.

VISITING COMMITTEE FOR BROOME COUNTY PUBLIC INSTITUTIONS.

ORGANIZED FEBRUARY 7TH, 1874.

This Committee, finding the public institutions in the county in excellent order, and the out-door poor cared for by efficient charitable societies, disbanded in December, 1874.

VISITING COMMITTEE FOR THE PUBLIC INSTITUTIONS OF CHARITY, THE JAIL, AND THE DEPARTMENT OF OUT-DOOR RELIEF IN CAYUGA COUNTY,

Report one hundred adults in the Alms-house, which is in good order. The children of this county are at once removed to the Cayuga Asylum for Destitute Children, where, in the opinion of the Committee, they are well cared for and instructed by a competent teacher. They are bound out to families from this institution.

But few inmates are found in the Jail, and these, through the year, have only been confined for slight offenses during short periods. The Jail appears admirably constructed and very clean.

The Martha Washington Society of Auburn united with this Committee, and the dividing the city of Auburn into eighty districts has been completed. By this means proper investigation has been made into the circumstances of all families applying for relief, and aid in money, clothing, etc., furnished, when deserved, from a common fund.

VISITING COMMITTEE FOR CHENANGO COUNTY.

ORGANIZED JUNE 11TH, 1875.

The Visitors report Alms-house building neat and well-adapted to the needs of those in good health, but very insufficient accommodations for the sick and insane.

As the county funds are used to assist in the support of the Binghamton Home, the children from the Poor-house are by right transferred there.

The Superintendent, in whom the Committee express confi-

dence, states that there are no more able-bodied adults in the Alms-house than are needed for the work indoor and out.

The accommodations of the Jail are reported as very inadequate.

As an existing organization devotes itself to the out-relief work, nothing has been attempted in this direction by the Committee.

VISITING COMMITTEE FOR DELAWARE COUNTY PUBLIC INSTITUTIONS,

ORGANIZED APRIL 13TH, 1874,

Report visits made to the Alms-house during the early summer and fall. The number of inmates was greatly increased during November and January, the new-comers being in most cases able-bodied men, who preferred to be supported in idleness during the winter rather than accept the work offered them by the farmers. The Committee consider that power should be given the keeper to insist upon these men taking the offered work and relieve the county of their support.

The two children now in the Poor-house are under two years of age, and both cripples. The two insane have lately, through the efforts of the Committee, been removed to the Willard Asylum, and the six idiots are comfortably cared for in a separate building.

VISITING COMMITTEE FOR THE JEFFERSON COUNTY POOR HOUSE AND ORPHAN ASYLUM,

ORGANIZED APRIL 29TH, 1873,

Report that notwithstanding the uniform suspicion and dislike with which the visitors to the Orphan Asylum have been met, that some improvements have been effected, such as the replacing of the tin cups and plates by crockery, etc. The Report says: "That our humble efforts have not been entirely ineffectual, the recent election of two of our number as Directresses of this institution seems to show."

The Asylum at present contains only about one half the children it could accommodate.

The chief deficiencies in the Poor-house are the lack of a separate apartment for the sick, and a nursery for the infants. The Committee regard the management of the Poor-house as the very best possible.

VISITING COMMITTEE FOR KINGS COUNTY INSTITUTIONS,
ORGANIZED OCTOBER 14TH, 1873.

Has made regular visits during 1874, to the County Institutions at Flatbush.

Great improvement is reported in the condition of the Infant Wards, since the opening of the new building in June, 1874, but the mortality is still excessive; of thirty-five children admitted during the summer, but five were living in October.

The nursery now contains about four hundred children. There being no age limit fixed for this department, many, boys and girls, are still kept there in idleness, who should be at once removed. The Committee strongly urged upon the Commissioners the making use of the "Children's Aid Society" to find homes for these children in the West, but it was finally decided by the Commissioners that such removal out of the county was illegal, although the law had practically been considered a dead letter for some time, and since 1856 one hundred and forty children had been provided with homes in this way from whom most encouraging reports had been received. A change in the monotonous diet of the hospital wards has been effected, and the Committee report more bed linen, towels, etc., furnished to the women, although there is still great lack of these necessities in the men's wards.

The Lunatic Asylum is reported in good order, but, owing to its crowded condition, basement rooms improperly ventilated were used for patients during the summer months. In the opinion of the Committee food in greater abundance and of more nourishing quality should be given to this class of patients who so eminently need it.

Pictures have been hung in the Asylum by the ladies and appear to have afforded much pleasure.

The general appearance of comfort in the Alms-house has much increased during the past year. Books and papers have been furnished by the visitors which have been welcomed by the inmates.

The great evil of leaving the able-bodied in utter idleness has not yet been touched..

VISITING COMMITTEE FOR LIVINGSTON COUNTY POOR-HOUSE, INSANE ASYLUM, AND JAIL.

ORGANIZED AUGUST 23, 1873.

This Committee visited for one year, but, finding no abuses, disbanded in December, 1874.

VISITING COMMITTEE FOR THE PUBLIC INSTITUTIONS OF CHARITY, THE DEPARTMENT OF OUT-DOOR RELIEF, AND THE JAIL IN MONROE COUNTY,

ORGANIZED OCTOBER 3, 1873,

Report regular visits made by the Special Committees during 1874. The Truants' Home now contains but sixty-one children, although there are accommodations for double that number. The Committee report that, although some of their suggestions have been acted upon, no steps have yet been taken to teach these children industrious habits; but express the hope some advance in this direction will be made during the coming year.

Nine hundred and sixteen of the eleven hundred and eighty-four inmates of the Alms-house, during 1874, were quite able to work. Most of these were able-bodied tramps and vagrants, who wander about during the summer months, and crowd into the Alms-house to be supported in idleness in the winter.

The Jail is in good condition, but old and young offenders are still thrown together.

At the meeting of this Committee, on October 29, the following resolutions in relation to out-door relief were passed:

Whereas, The experience of the past winter has made it evident that the extraordinary efforts for the relief of the destitute have resulted in increasing the number of those who look for help; therefore,

Resolved, That it is inexpedient and unwise to continue a system which increases the evil it seeks to relieve.

Resolved, That during the coming winter the Ward organization will confine their efforts to inquiry and investigation into the causes of poverty and destitution, and aid the constituted authorities, as far as possible, in deciding upon the necessities and worthiness of those who apply for help, and also to aid in furnishing employment to those who are able to work.

Resolved, That indiscriminate alms-giving encourages beggary, and that we earnestly recommend the discontinuance of the practice.

VISITING COMMITTEE FOR THE NEWBURG CITY AND TOWN
ALMS-HOUSE,

ORGANIZED DECEMBER 13, 1873,

In its Annual Report says: "We find that there is not much that is new to report, but we know that the influence of our Committee has been working for good, both in and out of the Alms-house."

An effort was made to remove all the children from the Alms-house to the "Home for the Friendless," the Commissioners agreeing to pay to this Institution \$1.50 a week per child; but as the Home could receive but five additional inmates, eight children still remain in the Alms-house, who will be removed as soon as possible.

During the winter two days' work in each week have been given by the Commissioners to all applying for it, payment being made in tickets for coal and groceries, at the rate of \$1 per day. Gangs of ten and fifteen men have thus constantly been employed.

The chief attention of this Committee has been directed to the question of out-door relief, and the districting of the City of Newburg having been completed, they have adopted a series of resolutions under the title of "Newburg Organization for Improving the Condition of the Poor."

**NEW YORK COMMITTEE FOR THE DISTRIBUTION OF READING
MATTER TO HOSPITALS AND OTHER PUBLIC INSTITU-
TIONS.**

ORGANIZED FEBRUARY 1, 1874.

This Committee was reorganized January 1, 1875, and has been carrying on the work of collecting and distributing during the past winter.

Since February, 1874, over 5,000 books, pamphlets, and newspapers have been distributed, and 26 cases additional of reading matter, uncounted, been sent to the different institutions of New York City.

It is now proposed to extend this work throughout the counties of New York State, where it is found that there is need.

The expense of collecting the daily newspapers from the depots has been \$25 dollars for boxes, repairs, etc., and \$3 weekly to carrier.

The visitors in the Hospital have noticed the eagerness with which many of the men receive these papers, frequently the only knowledge they obtain of the existence of a world outside of their own sensations.

For further information about the valuable and efficient labors of this Committee we would refer to the main body of the Report.

**THE NEW YORK VISITING COMMITTEE FOR CHILDREN'S
INSTITUTIONS ON RANDALL'S ISLAND,**

ORGANIZED FEBRUARY 8, 1878,

Report during the year the number of children on the Island has averaged 1,100.

The Nursery Hospital contains at present 190, but none of these are very ill, and there has been no serious epidemic. The present matron of the Baby Nursery is particularly efficient, and there has been a marked improvement under her rule.

The Committee protest against the present custom of receiving new-comers, and ushering them dirty, and frequently

ill with infectious diseases, at once into the dining-hall. Diphtheria was brought to the Island in this way during the past winter.

The hour of arrival should be changed, and the greatest care should be taken to cleanse the new-comers from their street filth, before permitting them to mix, even for a short time, with the other inmates.

VISITING COMMITTEE FOR NIAGARA COUNTY PUBLIC INSTITUTIONS.

ORGANIZED JULY 26, 1873.

The Committee was forced to suspend temporarily soon after it commenced work, and finally to permanently disband in May, 1874.

VISITING COMMITTEE FOR ONONDAGA COUNTY,

ORGANIZED FEBRUARY 21, 1874,

Report the Alms-house in most excellent condition. The able-bodied men are provided with farm-work in summer and stone-breaking in winter, at a quarry belonging to the Alms-house, from which the stone is sold to the town.

The infirm are employed, so far as possible, about the house, and all the clothing and boots and shoes are made for the inmates by such of the men who have learned their trades.

Religious service is held every Sunday, and the general cheerfulness pervading the house is remarkable. The men tramps, who come to the house for a short time, are employed while there in wood-splitting, etc.; but it is found impossible to provide the women tramps with work, it taking too long to teach them housework or sewing.

The insane are kept in a separate building adjoining the Alms-house, and a physician regularly visits those who need his services. Such of the insane women as are able are made to sew, and all the plain sewing of the house is accomplished by this class. Idiots are sent to the State Idiot Asylum, and children to the Orphans' Home at Syracuse.

The Committee think that the excellent condition of the

House is due to the systematic visiting of the Superintendent of the Poor, who goes twice a week over the entire building. The Idiot Asylum and Orphans' Home appear to be also under the best management.

The Public Institutions of this county seeming to need so little supervision, the Committee have been mainly engaged in the more difficult problem of out-relief, and are taking great pains to discover the best method, and apply it to their city.

VISITING COMMITTEE FOR ONTARIO COUNTY PUBLIC INSTITUTIONS.

ORGANIZED JANUARY 30, 1874.

The Committee made no reports, and finally disbanded in December, 1874.

VISITING COMMITTEE FOR THE POOR-HOUSE AND JAIL OF ORANGE COUNTY, WESTERN DIVISION.

ORGANIZED MAY, 1874.

The first attention of this Committee was called to the deplorable condition of the insane inmates, of whom there are at present thirty. Fifteen of these have been pronounced incurable, and returned for life. The division where these are confined is of stone, with windows so barred that the entrance of fresh air is almost impossible, and the slight board partition between the men's and women's apartments being constantly knocked down by the violent was of no practical use in separating the sexes. There being but two rooms, the violent and harmless were found crowded together. The Committee at once decided upon presenting a petition to the Board of Supervisors, asking that an appropriation should be made for a new building for these unfortunates, and report with great pleasure the favorable answer to this request; and state in their last Report that the work of digging and grading has already been commenced, able-bodied paupers being employed in this way as far as possible.

Although the practice of binding out the children from the house exists in this county, there are at present thirty still

remaining. A teacher is provided for these, who is kept the entire year. The condition of the rest of the Poor-house is exceptionally good.

**VISITING COMMITTEE FOR THE POOR-HOUSE AND JAIL OF
OTSEGO COUNTY,**

ORGANIZED JUNE 15, 1874,

Report that at present there are twenty-four children in the Poor-house, until lately left entirely uninstructed, but within the last two months a teacher has been engaged who appears competent. The bad character of the woman who has charge of the children out of school-hours may, in the opinion of the Committee, do much to counteract the benefit to be hoped for from the above new arrangement. Efforts have been made to remove all the children to the "Albany Orphanage," but the lack of accommodation in this institution has rendered these ineffectual.

Mr. Williams, of the State Board, after visiting this Poor-house, suggested that one such Orphanage as the above should be provided for every two or three counties in the State; after some discussion on this suggestion, at a meeting called by the Committee, a sub-Committee was appointed to consider the subject.

The Poor-house contains but thirteen able-bodied paupers, which number are not more than sufficient to perform the work of the house and farm. The hospital ward for men is in wretched repair, and there is great need of a competent paid nurse to look after the sick women.

Many improvements have been made in the house during the year, and a new brick oven built, which was much needed.

The weekly readings in the Jail have been continued, and have been listened to with attention.

**VISITING COMMITTEE FOR THE PUBLIC INSTITUTIONS OF
QUEENS COUNTY.**

ORGANIZED JUNE 21, 1873.

Owing to the efforts of this Committee, the practice of farming out the poor was formally abolished in the townships of

Hempstead, Flushing, Oyster Bay, and North Hempstead, in the latter part of the year 1873. Barnum's Island having been purchased by the Commissioners, and suitable buildings having been arranged, all the sane paupers of these townships were removed there in July, 1874. As the island contains 593 acres, out-door employment was at once given to all adult males fitted for it, and the marked improvement in the general appearance, and the increased cheerfulness shown by those relieved from the monotony of idleness, was noted by the Committee with great pleasure.

At the present date five children are reported on the island, and the Committee strongly urge the erection of a suitable building, where all the pauper children of the county may be kept until homes in families can be found for them. The other Poor-houses in the county (with the exception of the one in Jamaica) are reported in good condition. In Long Island City, Newtown, and Jamaica, most of the poor are still farmed out.

VISITING COMMITTEE FOR THE RICHMOND COUNTY INSTITUTIONS,

ORGANIZED JANUARY, 1874,

Report no abatement of interest shown in the work, and speak with great pleasure of the many improvements introduced into the Alms-house during the past year, and the hearty co-operation of the keeper and his wife. There are nineteen insane in the house, most of them pronounced incurable. As these are well taken care of in a separate building, and the expense of maintaining them one-half the amount it costs the county at Ovid, the Committee agree with the late Visitor from the State Board in thinking any action to effect their removal at present unadvisable.

The twenty-eight children are lodged and instructed in a separate building, lately constructed for the purpose, and appear to be well cared for.

The question of out-door relief has seemed of paramount importance to this Committee, and the labor of properly dis-

tricting the town of Castleton, one of the first undertaken. In this department great care has been taken to co-operate as much as possible with all existing Charitable Societies, also to work harmoniously with the County Superintendent. Of one of the most fruitful sources of pauperism, the last Annual Report of this county says:—"We report with pleasure the willingness of the Board of Excise in the Town of Castleton to receive suggestions in respect to licenses for the sale of liquor. Where good reasons have been shown, such licenses have been withdrawn, and the little already done in this direction gives some reason to hope, that by continued effort, the enormous evil of drunkenness in this county, may be yet further abated."

The difficult problem of providing proper labor and forcing the idle to take work when offered them, still remains unsolved. The Committee say:

"The experience of the last two years reveals a condition of things well nigh discouraging to those who have been most actively interested in arresting the evil of idleness, and yet in the apprehension it excites of a still worse state of affairs, an additional stimulus has been given to their labors."

During the past year the assistance of the Committee in investigating the real circumstances of those applying for relief has been gladly accepted by the Superintendent, and one of the results of this co-operation has been a reduction of the expenses in the town of Castleton of nearly one-third in this department.

Since the election of the New Superintendent in the town of Castleton, it has been found impossible to continue the work of Out-relief in co-operation with this official.

It was found that help was given irrespective of the recommendation of the Visitors, frequently to most unworthy persons.

The Committee have therefore taken this branch of the work into their own hands, dissolving all connection with town help, and giving work and aid from a central fund after careful investigation by the Visitors.

VISITING COMMITTEE FOR SUFFOLK COUNTY INSTITUTIONS.

ORGANIZED MAY 27, 1873.

This Committee on re-organizing in the beginning of the year, decided to hold quarterly instead of monthly meetings, as heretofore.

The fact that the Alms-house is still over-crowded with State paupers, not belonging properly to this county is to be deplored, but in other respects the arrangements appear to be exceptionally good.

The inmates warmly welcome the Visitors, and the gifts of books, fruit, etc., are gratefully received. There are one hundred and forty insane in the Poor-house, but these appear happy, and labor cheerfully as far as their capacities admit.

There are no able-bodied paupers, and the children over five years of age are never permitted to stay over a month.

VISITING COMMITTEE FOR SULLIVAN COUNTY.

ORGANIZED JUNE 20, 1874.

No Reports have been received from this county of sufficiently late date to give a fair idea of the present state of affairs

VISITING COMMITTEE FOR ULSTER COUNTY (KINGSTON) INSTITUTIONS AND THE DEPARTMENT OF OUT-DOOR RELIEF,

ORGANIZED MAY 18, 1874,

Says in one of its first Reports, that the Alms-house and Jail in this county having been found in an exceptional good condition, the most important part of their work would be in connection with the Out-relief department.

The districting of the City of Kingston was completed in the fall, but the results of the winter's work has not yet been reported.

VISITING COMMITTEE FOR ULSTER COUNTY (NEW PALTZ).

ORGANIZED MAY 8, 1874.

But few Reports have been received from this Committee, and there has seemed to be a want of interest in the work.

Better results are hoped for in the future.

VISITING COMMITTEE FOR THE PUBLIC INSTITUTIONS OF TOMPKINS COUNTY,

ORGANIZED JUNE, 1874,

Have as yet made but few reports; they say:—"We do not think, however, that *no* result has been as yet accomplished, as at our first visit to the Poor-house we were refused admittance to the bed-rooms, but since then we have been shown freely all over the house, and the improvement effected by a little outside interest has been marked."

VISITING COMMITTEE FOR WESTCHESTER COUNTY POOR-HOUSE.

ORGANIZED JANUARY 9, 1872.

We quote from one of the latest Reports of this Committee:

"The developments of the past weeks seem to show a highly creditable condition of the *material* state of the Poor-house.

"The improvements to the building and the care of the inmates are perceptible. At present date the House contains three hundred adults and sixty children. It is proposed to raise the roof of one portion of the House, which will admit of a better classification. The Supervisors refused to appropriate any sum for the alteration of the Insane quarters, but have petitioned the Legislature for authority to erect an independent asylum for this county.

"The removal of the children from the Alms-house is a subject now receiving the attention of the Superintendents. No changes have been effected in the Hospital, but the general health of the inmates during the year has been good."

VISITING COMMITTEE FOR YATES COUNTY.**ORGANIZED DECEMBER, 1874.**

Owing to the recent date of organization, the Committee have but little to report in the way of improvements.

The first visits showed the Poor-house in a deplorable condition, the building being utterly unfit for its purpose.

The keeper appeared to do all that he could to render the inmates as comfortable as their wretched surroundings would admit.

The Insane paupers of this county have always been sent to the Willard Asylum, and the children to the Orphan Asylum at Utica.

TREASURER'S REPORT.

From February, 1874, to March, 1875.

STATE CHARITIES AID SOCIETY

*In Account with*JOHN CROSBY BROWN, *Treasurer.*

DR.

1874.		
February 28.—To	Balance per account rendered....	\$381 51
	“ Paid for Printing and Stationery.	626 00
	“ “ Rent.....	1,200 00
	“ “ Salaries.....	1,125 00
	“ “ Office Expenses.....	620 00
	“ “ Traveling Expenses.....	180 82
	“ “ Commissions on Collec- tions.....	19 50
	“ Balance.....	72 17
		<u>\$4,225 00</u>

CR.

1874, '75.		
By	Sundry Donations.....	\$3,299 00
“ “	Subscriptions.....	926 00
		<u>\$4,225 00</u>
March 23.—By	Balance.....	\$72 17

E. & O. E.

New York, 23d March, 1875.

JOHN CROSBY BROWN, *Treas.*

We have examined the within account and vouchers, and find the same correct.

ALBERT A. JOHNSON.

ED. RENSHAW JONES.

CHAS. RUSSELL HONE.

APPENDIX A.

THIRD ANNUAL MEETING OF THE STATE CHARITIES AID ASSOCIATION, MARCH 2, 1875.

(From the New York daily papers, March 3d.)

Association Hall was well filled last evening by an attentive audience which had assembled in response to an invitation issued by the State Charities Aid Association and signed by its officers, Louisa Lee Schuyler, President; Howard Potter, Vice President; A. W. Van Rensselaer, Corresponding Secretary; Edith G. Putnam, Secretary, and John Crosby Brown, Treasurer. At a little before 8 o'clock the venerable William Cullen Bryant stepped upon the platform, followed by Peter Cooper, Rev. Dr. William Adams, Rev. Dr. Henry C. Potter, Judge C. P. Daly, Rev. Dr. Bellows, Messrs. Howard Potter, Francis A. Stout, Thurlow Weed, Fred. Law Olmstead, Stewart Brown, C. R. Agnew, M. D., Col. Ethan Allen, and other prominent ladies and gentlemen interested in the work.

Howard Potter, Esq., arose and said: "The President of the State Charities Aid Association has devolved upon me the pleasant duty of inviting Mr. William Cullen Bryant to the chair. As the graceful custom does not obtain here, as in England, of voting thanks at the close of the meeting to the chairman and speakers, I take this opportunity of offering them the hearty thanks of the Association for their presence and co-operation here this evening.

Mr. Bryant stepped forward and spoke as follows:

LADIES AND GENTLEMEN: This meeting has been called together in order to lay before you and before the public the plans of this Association, which has been formed for the purpose of aiding the organized State charities. In order that the charity of the State shall, in its operation effectually relieve distress and not increase pauperism, it must have the co-operation of private benevolence. It is impossible, I think, unless public-spirited persons take an interest in the subject, that mismanagement should not occur and abuses creep in. In politics the party that is out of power watches that which is in, and mischief is prevented. Everything that the party in power does is done in public, and is presented to the public by means of the press, and is commented on. Memorials pour in to the Legislature, and these, with the comments of the

press, form a wholesome restraint. In regard to what is done for the poor, this is not so. What is done in our public charitable institutions is done out of sight. Unless our public-spirited citizens take an interest in the matter, and go to our poor-houses and other institutions, nothing of their management is known by the public. It is true that there is a State Board at Albany, which has the supervision of the charities, but it is a central board, and has not the machinery necessary for a constant and vigilant course of inspection. This necessary machinery our association has. It organizes committees, who visit those institutions where the State aid is dispensed, encourage where encouragement is needed, and admonish where admonition is needed. You will listen, I hope attentively, to the report which the Association is about to present. You will doubtless be convinced, as you listen, of the necessity of the great reform which it has partly accomplished. I cannot sufficiently praise the zeal of the lady President of the Association, and the hearty co-operation which other ladies have given her, and if anything is more praiseworthy than this zeal, it is the discretion which has governed the administration of the Association's affairs. I will call on Mr. William E. Dodge, Jr., to read the report.

At the conclusion of the report, which received hearty applause, the Chairman called on Rev. Dr. Adams to speak.

Dr. Adams said: The report needs very little comment, and the attention with which it has been received leads me to wish that it could be presented to a much larger audience. I therefore move that it be referred to the Executive Committee, and be printed. State charitable work can never be complete. The object of this association is to complement the State work. The one is the child of Hagar and of the law which gendereth unto bondage. The other is the child of the freewoman, born of Christian charity. Pauperism is not a crime. Many a man is poor beyond our conception of poverty whose hand is horny with toil, and yet unstained with the receipt of a dishonest penny. But poverty tends to vice, and the foundation of human society is the law of love. The world is recuperating from its long apostasy, and society will ultimately be organized on this basis. One hundred years ago John Howard began his great work of reform in the English prisons. When he began to suggest relief for the innocent men who were imprisoned for non-payment of fees, the magistrates looked over their spectacles at him and asked if there was any precedent. Why is it that there was only one John Howard, one Elizabeth Frye, one Buxton, one Florence Nightingale? We ought to have societies of them, and we might almost expect miracles. Providing work for the poor is striking at the root. When one who would not work said to Dr. Johnson, "I must live," he replied, "No, I deny your premises. I see no such necessity." Thank God there

are so many Christian women in the work. They do things that cannot be done by men, and they work in a different way from men. He then spoke at length in eulogy of the Training School for Nurses, which was originated by women.

Judge Daly said : It affords me great pleasure to second Dr. Adams' motion, and I am, in considering the report, especially struck with the magnitude of the field of operations over which this Association's work extends. The different branches of that work form too great a subject for me to discuss, and I will confine myself to one or two. The relief of want has its origin not in charity, but in the preservation of society. Want threatens society. The difficulty is not what to do, but how to do it. No person's condition is so well assured but that he or his descendants may feel that greatest human curse, poverty. As a magistrate I am most familiar with that form of pauperism known as mendicity, or vagrancy. In two trips over Holland, a densely-populated country, I never saw a beggar. There are few in Northern Germany, but in Great Britain, France, and Southern Europe there are very many, and the trouble is prevalent here. The conditions of these different countries should be studied to understand the problem. In our city the difficulty of dealing with the mendicant classes is very great. Our political institutions complicate the question. How can we bring these people to elect between work and starvation? I believe the law cannot do this. A century ago a Bridewell was built in New York City, in which vagrants were confined. It eventually became a jail. Laws are useless unless we know the nature of the evil and the remedy. The question of dealing with children is also very great. I have had considerable experience in my official relations with institutions where children are cared for. I visited Greenwich Hospital, in England, last year, and saw an illustration of the suggestion in the report about placing children in homes. This hospital is perhaps the largest public structure in England. I found it tenantless. When I inquired the reason, I was told that the pensioners were allowed to live where they pleased in Great Britain. This proved more satisfactory to them and more economical to the nation. The problem is more serious in relation to children. The great difficulty is in finding homes. Government fails in charitable work. What is everybody's business is nobody's. We want regular, systematic, organized, continuous action. The Association will doubtless get the pecuniary aid they want. Let them keep on in their work and be not disheartened. "Great minds, like Heaven, delight in doing good, although the subjects of their favors make but poor return."

REV. DR. POTTER said : After what we have heard this evening I am sure you will own that there is very little need of further exhortation. The problem which this Association has undertaken to attempt to solve

is the harmonizing of official supervision in our Public Institutions of Charity with private or unofficial inspection and guardianship. It is important that it should be distinctly understood that the STATE CHARITIES AID ASSOCIATION does not exist simply to find fault with existing methods of State Charity, nor to cast suspicion upon those who are employed in our Alms-houses, Hospitals, and elsewhere, to administer that charity. There are faithful men and women to be found among those who are filling these posts, and no one of us, I am sure, would be willing to withhold from these the due meed of praise for services conscientiously rendered amid much discouragement and with meager thanks.

But at the same time it must be owned that there is a danger lest such service should become perfunctory, careless, and merely mercenary. The officers and subordinates of our Public Institutions of Charity have large powers, and manifold temptations, and the record of such Institutions is too often of such a character as to make it painfully evident that there is need of some such unofficial inspection and supervision as shall make it at least reasonably probable that the sick and poor shall be decently cared for and wisely dealt with. This, as I understand it, is one mission of this Association. In every county, and in connection with every Public Institution, it aims to secure the active interest and supervision of the best men and women in the community.

Not only this. As we watch the results of the charitable work of the State, it becomes constantly more and more evident that its methods are most imperfect, and that its results, sometimes, are even more than questionable. And if so then it is for such an Association as this to point out imperfections and to strive to improve upon present results. Take, for instance, the case of the children reared in our Alms-houses. Nothing could be worse than a training amid such surroundings, and nothing, as we have been reminded to-night in the story of "Margaret," could well be more disastrous. The place for childhood is the home, and in this State alone it would not be difficult, if experience thus far is any criterion, to find a home for every child at present in our Public Institutions of Charity. It is difficult to conceive of a work more urgent or more hopeful than this, and yet it is plain that it must mainly be accomplished by such voluntary agencies as this Society.

And so of other reforms. Our pauper class is already becoming in this new land of ours a dangerous, burdensome, and perplexing element. It will never be anything else until the tax-paying class recognizes its obligations to grapple with and solve the problem, "*How to make the Pauper a Producer.*" To some that problem may seem insoluble, but if so, it is because the selfishness and indolence of those of us who at present support and encourage this class, find it easier to give unreflect-

ing doles, and to multiply temptations to idleness and mendicity than to give the time and thought and labor which shall somehow bring together the workman and his work, and which shall engrave with a pen of iron across the portal of our modern civilization this enduring and enduringly pertinent maxim of Paul the apostle, "*If any man will not work, neither shall he eat.*"

Such are some of the aims of this Association. They do not beckon us to romantic work, but none the less are the tasks to which they point us tasks the doing of which is vital to the State, and fundamental to the welfare of society. It will be a bright day for this community when its thoughtful classes awake to the emergency that summons them and the dangers which surround them. Meantime, ladies and gentlemen, it is your privilege to remember that, barren as your work may be of much that appeals to mere sentiment, it is nevertheless work for those who are, however degraded, children of a common Father—and those in whom, however stained and defaced that image may be, we may still trace some likeness to our common Master.

The audience was then dismissed, and a business meeting of the Association was called.

APPENDIX B.

OPENING ADDRESS BY MISS SCHUYLER, PRESIDENT OF THE ASSOCIATION, AT THE GENERAL MEETING, DECEMBER 16, 1874.

Ladies and Gentlemen, Members of the State Charities Aid Association :

In bidding you welcome to these rooms, where your names and your handwritings are so familiar, but where, until to-day, we have never had the pleasure of meeting you face to face, I can only say again to all what has been said to each during this past hour of social intercourse, that we are very glad to see you here, and that our welcome is both sincere and hearty.

It is a great encouragement to those of us who spend the greater part of every day within these office walls to find that the interest in the work we are all trying to do is strong enough to have induced many of you to leave your homes in the winter season, and to travel several hundred miles for the purpose of being here to-day. I, too, have come from a distance to meet you here, and to share our winter's work, and I have

brought with me, for all of us, the good-will and good wishes of many friends, who, from their homes across the ocean, are watching our work with interest.

Personal intercourse is not absolutely necessary where men and women are working together towards a common object, which they unite in believing to be a high and true one, where the motives of each are pure and disinterested, where there is mutual confidence and respect; but I think we would all agree in finding it a very great help, and in believing that the opportunity afforded for informal debate, and for an interchange of views and opinions upon subjects to which we have given much earnest thought, must be not only a great pleasure, but a great help.

Perhaps my thoughts are naturally led in this direction from not only meeting you here to-day, but from having so recently experienced the benefit of personal intercourse with leading minds among reformers in England and Germany. The differences of country and of language were forgotten in the common aim of considering how best this terrible problem of pauperism should be grappled with; how the poor should be taught to support themselves instead of being supported by others; how, in a word, they can best be elevated out of pauperism into independence and self-respect. I was surprised at the interest evinced in our own plan of work, that of bringing an organized public opinion to bear upon the solution of the problem, a power which, in this country, if used for what is right in itself, is sooner or later strong enough to sweep all obstacles before it. Let us remember the responsibility of holding such a power, and be very sure before making any move that it is in the right direction. And only when our humane desire to alleviate suffering is accompanied by an equally strong determination to exterminate pauperism can we be sure that our efforts are productive of good and not of evil.

We have much to learn from our friends in Europe. They have difficulties to contend with of which we, in our young, undeveloped country, full of resources, know nothing; and one cannot but admire the earnestness, patience and courage with which, by very slow approaches, they still make steady progress towards the taking of the citadel. As I speak I think of Florence Nightingale, now a confirmed invalid from over-exertion in the Crimea, writing all day from her sick bed in London, bringing together such unanswerable and terrible facts upon the causes of mortality in India that, as a result, the death-rate of the British troops has been reduced. I think of Miss Octavia Hill, ruling over her little kingdom of three thousand loving subjects with an iron scepter twined with roses. I think of what she has done for them, for us all, by proving that tenement-house property in one of the most thickly

settled parts of London can be kept in thorough repair, with all the best sanitary requirements of water, drainage, light and air, and yet pay its interest upon the capital invested; who has also succeeded in proving the value of united action between officials and volunteers, between public and private charity. I think of Mrs. Nassau J. Senior, a sister of Mr. Thomas Hughes, a gentleman whose name is almost as well known in this country as in his own, steadily pursuing her work under circumstances demanding the utmost fortitude and courage. I think of Miss Florence Hill; and of Mrs. Wardroper, of St. Thomas's Hospital; of Mr. Stansfeld and Colonel Gardiner; of Mr. William Rathbone, of Liverpool, who has already shown such strong interest in our work; and of my kind and valued friends in Elberfeld, Herr and Frau Walter Simons and Herr Prell. To these, and many others, I must always be indebted for great hospitality and kindness, and for much valuable information.

After examining different systems of reform abroad, many of them entirely new to me, it is a great pleasure to come home more than ever convinced that we have at least made the right start, that our plan of work is the one best suited to our own State and its needs, and that our reform movement is based upon sound and true principles which must make themselves felt sooner or later. Do not be discouraged in thinking that we make but slow progress. In the light of the experience of other countries we are making very rapid progress. We must be contented to wait; to wait, until by patient investigation we have assured ourselves of existing evil, and then the same testimony coming from all the Visiting Committees in different parts of the State, unite with them in devising a remedy which shall be as effective and as free from mistake as possible. The following illustration will explain better what I mean by well-intentioned but misdirected effort:

Many years ago the same evils that we have found from allowing children to grow up in the poor-houses were recognized in England, and excited there the same indignation. Strenuous efforts were made to have the children removed. Money was appropriated, land was bought, school-houses were built. Several of the smaller work-houses united in sending their children to one District School; the larger work-houses had Separate Schools of their own, but entirely removed from the original premises. (The name poor-house was changed to work-house forty years ago, at the time of the reform of the old Poor law.) Great pride and interest were taken in the management of these schools. Masters and matrons were carefully selected, industrial departments added. Accompanied by Miss Cary, of our Committee on Children, I visited two of the schools on the outskirts of London. We were much interested and gratified at seeing the children so well cared for and under such humane and excellent supervision. All that could be done for them

seemed to have been done. And yet this whole system of pauper schools is being proved a failure.

Miss Florence Hill and the advocates of the Boarding Out system long ago predicted this, but the positive proof had yet to come, and has come, so far as the girls are concerned, within the past year. Only two years ago, Mr. James Stansfeld, M. P., then President of the Local Government Board (formerly the Poor Law Board) appointed Mrs. Nassau J. Senior one of the Government Inspectors. To this lady was assigned the duty of ascertaining the condition of the girls in the pauper schools, and of tracing out, as far as possible, their after career. Aided by several lady friends, for the task was a herculean one, Mrs. Senior took the names and addresses of six hundred and seventy girls who, between the ages of fourteen and sixteen, had some years previously been sent out to service from the seventeen London pauper schools. They followed these girls from place to place, the answers to their inquiries becoming more and more disheartening, followed them down and down into still lower depths, followed them until many of them disappeared, "fallen—dropped out of sight," the phrase is. Remember that these girls at the age of about fourteen found themselves entirely free, without parents or homes to go to when out of place, free from the restraints and safeguards of school-life, free to come and go as they liked, free to dress in tawdry finery, without friends to turn to when in trouble, suddenly exposed to very great temptation. Is the result to be very much wondered at? Until the age of sixteen they are sometimes visited by the chaplain. After that nearly all supervision ceases.

I must not leave with you the impression that this painful result was true of all, or even of the majority, of the cases investigated. Mrs. Senior classifies the six hundred and seventy girls as follows: Good, seventy-nine; fair, one hundred and forty-five; unsatisfactory, one hundred and eighty-eight; bad, seventy-eight; no information obtained, one hundred and eighty. The mistresses of many of the best girls complained of them as not knowing how to do the work of small families, of being stolid and machine-like, and undeveloped as individuals, of being in fact what is known to us as "institutionized" children. When this able and exhaustive report of Mrs. Senior's was published in the Blue Book last summer, you can imagine the sensation it created. The English press took up the subject warmly. The London *Times* spoke of the report as "one of the most valuable contributions ever made to the solution of this problem,"—i. e. the effect on girls of Pauper Schools. The other papers were almost unanimous in dwelling upon the necessity for a change of system. Of course, the school party, representing as they do a great improvement on the old method, representing, too, the expenditures of many thousands of pounds, oppose the new doctrine

vigorously. But it will be difficult for them to dispose of the facts which this searching investigation has revealed.

Fortunately for us, we have not this lesson to learn. Our Association, in its last annual report, declared itself emphatically as in favor of the Family System, or the placing of young children in homes where they grow up identified with the family life about them, as opposed to the Institution System, where pauper children grow up and receive their training in charitable institutions.

And here I will venture to speak of one thing that seems to me to impress itself more and more forcibly upon us as we grow older. It is that whenever we try to plan out for the benefit of others what is contrary to the order of nature, just so far we make a mistake. As family life has been ordained for children, family life is the best for them; and so with other things of public interest.

As I am to be followed by a member of our Committee on Children, a gentleman through whose instrumentality over thirty-six thousand destitute children have been provided with homes in families during the past twenty years,* I will not speak further of this department of our work, merely adding that in the little Manual we hope to issue soon will be found a simple plan for the use of Visiting Committees, to facilitate the finding of suitable homes, in families, for children of sound minds and bodies, and the supervision of the children placed in those homes. But we hope that the Committees will not wait for these suggestions, but, having the same object in view, make out their own plan of work.

Not having the opportunity of visiting the German hospitals, which now rank as the first in the world, I have brought home with me nothing of value as regards hospital construction. The hospitals of London are mostly old, and the buildings are consequently deficient in all the modern requirements. The newer hospitals, as St. Thomas's and the Highgate and Wandsworth Infirmaries, were inferior in many respects, I thought, to the Roosevelt Hospital in this city, the plan of which we hope, before many years, to see improved upon by a new Bellevue Hospital, with its temporary one-story pavilion wards. As this association will shortly issue a pamphlet upon Hospital Construction, now being prepared by one of its members, I will not detain you further with the consideration of this subject. And you are already so familiar with accounts of the English Training Schools for Nurses, which, originated by Miss Nightingale, are now to be found throughout the United Kingdom, that I will not do more than allude to them.

In that department of our work represented by the Committee on

* Mr. Charles L. Brace.

Adult Ablebodied Paupers, we have as yet made but little progress. That strong, healthy men and women should be obliged to support themselves instead of being supported by others, is an easy conclusion to reach. But exactly what to do about this vagrant class, what laws may be necessary to oblige them to work, what work they should do, whether, under a proper system of outdoor relief, there should be any workhouses at all—all these are questions of social and political economy which it will take a long time and very careful study to answer. At present we have placed this subject in the hands of our Committee on Legislation. As to the question often asked what kind of work is best adapted for ablebodied paupers now in the different poor-houses, we would answer that each county must determine this for itself, according to its needs. I was surprised at finding no ablebodied paupers in the best managed houses in England, none in the great Liverpool Workhouse of 2,800 inmates—where Agnes Jones did her work and died—almost none in the Marylebone Workhouse in London. The idlers knew that not make-believe, but real work would be provided for them within, and preferred to stay away. Even the tramps who resort to the casual wards for a bed and breakfast must pay for them by picking so many pounds of oakum the next morning, before they are permitted to leave.

We have decided to add a new department to our work, that upon "Outdoor Relief." Already our committees of Richmond, Monroe, Cayuga, Onondaga, Otsego, Chenango and Ulster counties have been actively engaged in that direction, and other committees are preparing to take up the same work this winter. The important question of how best to unite official with volunteer aid is one of the problems of the day. Two examples of its practical application are to be found in the Poor-law System of Elberfeld, Germany, and in an application of the same principles in the Marylebone district of London.

The Poor-Law system of Elberfeld, originated by Mr. Von der Heydt, has now been in successful operation for twenty years. Three years after its introduction the number of paupers was reduced from 4,000 to 1,528. This extraordinary change was brought about by means of a large corps of volunteers united with the official authorities. The city, at that time, contained 50,864 inhabitants. The plan then adopted has been continued to the present day without change, excepting in minor details. The city is divided into eighteen districts, each district into fourteen sections. The City Council appoints eighteen overseers, one for each district, and fourteen visitors, who report to the overseers, one for each section. This makes two hundred and fifty-two visitors in all. The whole body serves without compensation. No visitor is allowed to visit more than four families, and this is considered the keynote of the

success of the system—this minute subdivision, by which it is possible for a visitor to know, and he is required to know, everything about the families he visits. He is not allowed to give relief according to his own judgment, but according to a very stringent set of rules, and even then the relief given must be approved at the fortnightly meeting of visitors and overseers. These meetings take place every other Wednesday, and on the alternate Wednesday the overseers meet the committee of the City Council in charge of the public charities, report to it and receive the relief money for distribution by their visitors. The population of Elberfeld has now increased to 78,000, but the number of visitors remains the same. The only change is that, owing to the reduction of pauperism, they now each have but two poor families to visit instead of four.

In 1870 the English Government sent a deputation to Elberfeld to examine and report upon the new system. A very thorough investigation was made, and a very valuable report has been published.* The only public institutions of charity in Elberfeld are an alms-house for very old people who have no children living to take care of them, a hospital, an insane asylum, and an orphan asylum. There is also a penitentiary in the province of Dusseldorf, to which able-bodied paupers who refuse to work, after work has been provided for them, can be, or rather could be, and were, sent. About three years ago this provision of the police law was repealed, much to the regret of the managers of the Elberfeld system. But it has not, apparently, injured its efficiency. I was received with great kindness in Elberfeld, and every opportunity was offered me, by both president and vice-president, of examining the practical working of the system. I have brought home with me very full reports and papers, giving the working details of the system. These are, some of them, now being translated, and will be at the service of any of the committees who may think seriously of trying this or some similar experiment.

The difference between a strict application of the work-house test of England and the Elberfeld system may be broadly stated as follows: The advocates of the work-house test say, "No out-door relief, or the minimum;" the Elberfeld reformers say, "No poor-houses, but out-door relief given with discrimination." I like the Elberfeld principle of relief the best, because I think it morally superior to the other. It brings the rich and the poor in closer contact. It leaves the poor in their homes, thus fostering the natural ties of family life; and it elevates them out of pauperism into self-support by means of that personal sympathy which is true enough to withhold relief when it may do

* Report upon the Poor-Law system of Elberfeld by Mr. Andrew Doyle, Poor-Law Inspector, 1871.

harm as well as to grant it when necessary. The success of this system depends very much upon the faithfulness and self-control of the visitors; also upon a very careful selection of the overseers, who bear the heaviest burden of the work. In Elberfeld the visitors are all men, but I think that a volunteer corps, composed of both men and women, would be even more efficient.

And this suggests the combination of official and volunteer aid to be found in the Marylebone district in London. I was more impressed by the ability displayed in this work, planned and carried out by Miss Octavia Hill, and by the wonderful results attained through it, than by anything I saw during my three months in London. In connection with the "Charity Organization Society," Miss Hill has succeeded in bringing about a co-operation between the Guardians of the Poor, the School Board, the Parish Visitors—in a word, a union of public and private charity, by which each body does the work best suited to its capacity. Acting as "referee" for all, Miss Hill distributes the daily applications for relief to the relief agency, public or private, to which the case belongs. These applications have previously been investigated by the parish visitors, composed of ladies, who report to her. This detailed information, combined with a wonderful knowledge of the needs of the poor and how best to help them, arising from long experience of and personal sympathy with them, makes her judgment in regard to the disposition of each case of great value. As it is impossible in the short space of time at my disposal to give an account of this work which will do it any justice, I refrain from speaking of it further, unless to say that it exemplifies in a marked degree what can be done by taking the existing charitable organizations, both public and private, of any one place, and uniting them in harmonious action through friendly and zealous co-operation. To give some idea of the spirit which animates this work, I quote from one of Miss Hill's articles:

"Several things, then, appear to me to be evident—First, that if the poor are to be raised to a permanently better condition, they must be dealt with as individuals, and by individuals; second, that for this hundreds of workers are necessary; and third, that this multitude of helpers is to be found amongst volunteers, whose aid, as we arrange things at present, is to a great extent lost. The problem to be solved, therefore, is how to collect our volunteers into an harmonious whole, the action of each being free, yet systematized; and how thus to administer relief through the united agency of corporate bodies and private individuals: how, in fact to secure all the personal intercourse and friendliness, all the real sympathy, all the graciousness of individual effort, without losing the advantage of having relief voted by a central committee, and according to definite principles. The way in which this problem has

been dealt with in one small district in London will be seen in the following pages."

* * * * *

And again she says :

"The need of some such scheme is felt with regard to the Poor-Law. The Poor-Law authorities have lately called the attention of Boards of Guardians to the success of the Elberfeld system, which depends upon the careful and systematic inquiries of a large number of volunteer visitors. The Macclesfield Board of Guardians has already invited volunteers to aid it under the name of Assistant Guardians. The same want is felt with regard to charity. On all sides we hear of people willing to give their time if only they could be sure of doing good. They are dissatisfied, they say, with district visiting, which creates so much discontent and poverty, and does so little lasting good. They want to know of some way in which their efforts may fit in with more organized work."

The practical value of these articles, and the beautiful spirit which runs through them, are of such an exceptional character that I wish I could place them in the hands of every member of this association. They have never been collected, but are scattered through odd numbers of different London magazines. With Miss Hill's consent, I propose to reprint them in a cheap form for distribution.* They cannot fail to awaken an active interest in a work which one can only be grateful for having met with and known.

Our library has lately been enriched by a very full set of reports of the Poor-Law Board from 1834 to the present year, generously given me by Mr. Danby P. Frye of the Local Government Board of London. The last report issued by that Board, for 1873-74, contains the report of Mrs. Nassau Senior, before alluded to, and also papers upon the union of official and volunteer aid, by Miss Octavia Hill, and by Colonel Gardiner, one of the Board of Guardians for Marylebone.

I have tried in this rapid way to give you some impression of two or three of those subjects connected with our work which interested me especially while abroad this past summer. Not being an expert on any one subject—being, in fact, very ignorant of all—I have made no thorough investigations, but have only brought away from different parts of a very wide field little handfuls of scattered ears of grain which I now lay before you to be bound into sheaves.

* Having obtained Miss Hill's kind permission, we are now (April) reprinting several of these articles, to be issued by the Association as Doc. No. 8, under the title of "Homes of the London Poor." To cover the expense of the edition, the pamphlet will be sold at twenty-five cents per copy. It can be obtained at the rooms of the Association, 52 East 20th Street, and will be sent postage free.

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CONSTITUTION AND BY-LAWS

OF THE

State Charities Aid Association.

ADOPTED MAY 11, 1872.
AMENDED MARCH 2, 1875.

ARTICLE I.

The Name of this Association shall be the STATE CHARITIES AID ASSOCIATION.

ARTICLE II.

The Objects of the Association shall be: 1st. To promote an active public interest in the New York State Institutions of Public Charities, with a view to the physical, mental, and moral improvement of their pauper inmates. 2d. To make the present pauper system more efficient, and to bring about such reforms in it as may be in accordance with the most enlightened views of Christianity, Science, and Philanthropy.

ARTICLE III.

The Association shall make an Annual Report on the 1st day of March to the Board of State Commissioners of Public Charities of the State of New York.

ARTICLE IV.

The Association shall be composed of both men and women.

ARTICLE V.

The officers of the Association shall consist of a President, a First Vice-President, a Second Vice-President, a Third Vice-President, a Treasurer, a Secretary, a Corresponding Secretary, and a Recording Secretary. They, excepting the Secretary, shall be elected for the year by a two-thirds vote, by ballot, of members present at the Annual Meeting. The

Secretary shall be appointed and removed by the Executive Committee. In case of the death or resignation of an officer, excepting the Secretary, a successor for the remainder of the year may be elected by a two-thirds vote, by ballot, of members present at any regular Monthly meeting of the Association, two weeks' notice having been previously given in writing to all members by the Secretary.

Officers shall be ex-officio members of all Standing Committees.

ARTICLE VI.

The President shall preside at all meetings of the Association, or appoint a Presiding Officer from among those members of the Association present; shall appoint the members of Standing Committees; shall call Special Meetings at discretion or upon the written request of three members; shall appoint Special Committees, and shall have the objects and general interests of the Association in charge. The President shall, once every year, appoint an Auditing Committee to examine and report upon the accounts of the Association. This Committee shall consist of three gentlemen, not members of this Association.

ARTICLE VII.

The First, Second, and Third Vice-Presidents, in the order named, shall, in the absence of the President, perform the ordinary duties of the President.

ARTICLE VIII.

The Corresponding Secretary and the Recording Secretary shall do such writing as may be required under the general direction of the Secretary.

ARTICLE IX.

The Secretary shall be the Chief Executive Officer of the Association, solely responsible for the management of its affairs, under such general rules and orders as shall be adopted by resolution of the Executive Committee. It shall be the special duty of the Secretary, in the first place, to bring about, by correspondence and personal visitation, the organization of Visiting Committees, auxiliary to this Association, for every Institution of Charity supported by the public funds in the State of New York, and afterwards to maintain such correspondence with and obtain such returns from them as shall be necessary to the furtherance of the objects of the Association.

The Secretary shall keep Minutes of the proceedings of all the meetings of the Association and of the Executive Committee; shall give notice of all meetings; shall receive and file the reports of the different

committees; and keep any accounts and records of the Association that may be required.

The Secretary shall obtain money needed to meet the expenses of the Association by written requisition, countersigned by a member of the Executive Committee, upon the Treasurer, and shall account for the same at the Monthly Meetings of the Executive Committee, and at the Annual Meeting of the Association.

The Secretary shall make written Monthly and Annual Reports to the Executive Committee.

ARTICLE X.

The Treasurer shall have charge of the funds of the Association; shall keep a regular account thereof, and make Monthly and Annual Reports of the condition of the treasury at the regular meetings of the Association.

ARTICLE XI.

There shall be an Executive Committee, composed of the Officers of the Association, excepting the Secretary and the Chairman of the Standing Committees. It shall hold meetings just previous to the regular Monthly Meetings of the Association, and oftener if desirable; it shall elect its own Chairman, and make its own By-Laws; shall report in writing at the Monthly Meetings, and shall make a written Annual Report for the Association to the New York State Commissioners of Public Charities.

It shall be the duty of this Committee to define and adopt such course of action as may best promote the objects of the Association, and to devise ways and means for increasing the usefulness and efficiency of the Association.

It shall have authority to enforce the observance by all members of the Articles of the Constitution and By-Laws of the Association.

It shall provide for the visitation by its members, from time to time, of the Institutions of Public Charities throughout the State.

This Committee shall put itself into communication with the New York State Commissioners of Public Charities.

ARTICLE XII.

There shall be Six Standing Committees, as follows:

1. Committee on Children.
2. Committee on Adult Able-bodied Paupers.
3. Committee on Hospitals.
4. Committee on Out-door Relief.
5. Committee on Library.
6. Finance Committee.

These Committees shall elect their own Chairmen, make their own By-Laws, and, under the general instruction of the Secretary, they shall aid in the organization of, and correspondence with, the Visiting Committees.

They shall make written Monthly and Annual Reports of their work at the regular meetings of the Association.

ARTICLE XIII.

It shall be the duty of the Committee on Children to inform itself of the number, present condition, plan of education and ultimate disposition of the children in the Reformatories of this State, and in the State Institutions of Public Charities. It shall be the duty of this Committee to urge upon the community the very great importance of enforcing such enlightened measures in the care and training of these children as may tend to effectually destroy hereditary pauperism in this State, and to best enable them to become useful citizens and good men and women.

ARTICLE XIV.

It shall be the duty of the Committee on Adult Ablebodied Paupers to ascertain the number of ablebodied pauper men and women supported in the almshouses of this State, and the character and value of the labor, if any, performed by them. It shall be the endeavor of this Committee to have the laws for the arrest and commitment of vagrants enforced; to advocate measures obliging all adult ablebodied paupers to work, thus relieving the industrious members of the community from the support of the idle; and to promote all well-directed efforts which tend to abolish beggary and vagrancy.

ARTICLE XV.

It shall be the duty of the Committee on Hospitals: 1st. To inform itself of the number and present condition of the sick, the inebriate, insane, blind, deaf-and-dumb, idiot and aged paupers in the New York State Institutions of Public Charities, and to urge the adoption of such measures as are best adapted to restore the health, alleviate the sufferings, secure the humane care and comfort, and contribute to the happiness of these afflicted and aged people. 2d. To collect and impart information in regard to the latest and most approved plans for the construction, ventilation, and disinfection of hospitals and asylums; to prepare plans of organization for their kitchen, linen, laundry, and nursing departments, and to acquaint themselves with such hygienic and sanitary regulations as are in accordance with the most advanced views of the medical profession.

ARTICLE XVI.

It shall be the duty of the Committee on Out-Door Relief : 1st. To try and secure co-operation between officials and volunteers in the administration of out-door relief, and to bring about such reforms in the present system that it may conduce to the reduction of pauperism. 2d. To advocate those practical measures in behalf of the poor, which best promote self-support and self-respect, and which in exceptional seasons of distress shall so assist the worthy poor that they may be saved from becoming paupers.

ARTICLE XVII.

It shall be the duty of the Committee on Library : 1st. To collect by means of donations to the Association such books and pamphlets as may, in the judgment of the Committee, contain valuable information upon subjects connected with the objects and work of the Association and to make a catalogue of the same. 2d. To adopt a system by which the Library books may be available to all the members of the Association as freely as may be consistent with a due regard for the preservation of the books.

ARTICLE XVIII.

It shall be the duty of the Finance Committee to obtain the requisite funds for carrying on the purposes and work of the Association, and to deposit the same with the Treasurer.

ARTICLE XIX.

There shall be Visiting Committees for every Institution of Charity, supported by the public funds, in the State. These shall receive their appointment from the Executive Committee of this Association, through its Secretary.

The President and Secretary of all Visiting Committees are ex-officio Associate Managers of this Association, and are entitled to vote at any of the regular meetings of the Association. They shall make monthly reports of the work of their Committees to the Secretary of the State Charities Aid Associations on the first day of every month, and an Annual Report on the first day of February. They shall correspond with the State Charities Aid Association, and shall work under its control and by its direction.

ARTICLE XX.

Advisory Members may be added at the discretion of the Association. Their duties shall be to further the objects of the Association, by advice and active assistance, whenever called for by the Executive Committee. They are entitled to vote at any of the meetings of the Association.

ARTICLE XXI.

Associate Members residents of the State of New York, and Honorary Members not resident of this State, may be added at the discretion of the Association.

ARTICLE XXII.

The Monthly Meetings of the Association shall be held on the last Thursday of every month, June, July, August, and September excepted. The Annual Meeting shall be held on the last Thursday of February. Seven members shall constitute a quorum at any meeting of the Association. Members and Advisory Members may be admitted by a two-thirds vote of members present at any regular meeting of the Association, the name of the proposed member having been sent to the Chairman of the Executive Committee two weeks before the meeting.

The Chairman shall submit the name of the proposed member to the Executive Committee to be voted upon, and subsequently, if approved by a two-thirds vote, to the vote of the Association.

The failure of any member to attend three consecutive Monthly Meetings, without giving notice to the Secretary, may be considered by the President as equivalent to a resignation.

Associate and Honorary Members may attend the regular meetings of the Association, and upon invitation of the President may take part in the proceedings, but shall not be entitled to vote.

ARTICLE XXIII.

The By-Laws, Rules, and Regulations adopted by the different Committees must be in accordance with, and subordinate to, the Constitution and By-Laws of the Association. The By-Laws of the Association must be in accordance with, and subordinate to, the Articles of the Constitution. The By-Laws of the Association may be amended by a two-thirds vote of members present at any regular Monthly Meeting of the Association.

ARTICLE XXIV.

This Constitution may be amended by a two-thirds vote of members present at any regular meeting of the Association, intention to move the proposed amendment having been handed in to the Secretary three weeks previous to the meeting. The Secretary shall send to each member of the Association two weeks' notice of this meeting, with a written copy of such proposed amendment. To constitute a quorum at this meeting, two-thirds of all the members of the Association must be present.

No. 10.

N. Y. -

State Charities Aid Association.

FOURTH ANNUAL REPORT

OF THE

State Charities Aid Association.

TO THE

STATE BOARD OF CHARITIES

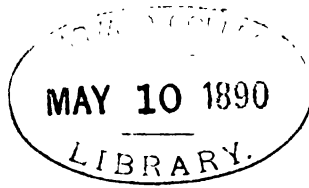
OF THE

STATE OF NEW YORK,

March 1, 1876.

NEW YORK:

52 EAST TWENTIETH STREET.



Mrs. H. W. Root

NO. 10.

State Charities Aid Association.

52 EAST 20TH STREET, NEW YORK.

OFFICERS.

1876-77.

President :

Miss LOUISA LEE SCHUYLER.

Treasurer :

Mr. JOHN CROSBY BROWN, 52 East
20th street.

Vice-Presidents :

Mr. HOWARD POTTER.
Mrs. WILLIAM B. RICE.
Mr. FRED. LAW OLMSTED.

Secretary :

Miss EDITH G. PUTNAM.

Corresponding Secretary :

Mrs. d'OREMIEULX.

Recording Secretary.

Miss S. E. MINTON.

EXECUTIVE COMMITTEE,

Mrs. WILLIAM B. RICE, Chairman, 17 E. 22d st.	Mrs. D'OREMIEULX, 7 Winthrop Place.
Miss LOUISA LEE SCHUYLER, 19 W. 31st st.	Miss S. E. MINTON, 204 W. 14th st.
Mr. HOWARD POTTER, 37 E. 37th st.	" CARY, 267 Fifth avenue.
" FRED. LAW OLMSTED, 209 W. 46th st.	Mrs. C. R. LOWELL, 130 E. 30th st.
" JOHN CROSBY BROWN, 59 Wall st.	Rev. A. C. POTTER, D.D., 804 Broadway.
	Mr. HENRY E. FELLEW, 18 W. 33d st.
	Miss WOOLSEY, 53 E. 61st st.
	Mr. F. A. STOUT, 21 E. 9th st.

STANDING COMMITTEES.

On Children :

Miss CARY, *Chairman*, 367 Fifth avenue.
Mrs. F. R. JONES, *Secretary*, 34 E. 23d st.
Mr. C. L. BRACE, 19 E. 4th st.
Dr. J. H. EMERSON, 81 Madison avenue.
Mrs. HENRY E. HOWLAND, 300 Lexington avenue.
Dr. JACOB, 110 W. 34th st.
Mr. WILLIAM MONTGOMERY, 49 Wall st.
Miss C. H. PATTERSON, 30 W. 20th st.
Mr. HOWARD POTTER, 37 E. 37th st.
Mr. ALFRED PELL, 18 E. 30th st.

On Adult Able-Bodied Paupers.

Mrs. C. R. LOWELL, *Chairman*, 120 E. 30th st.
Miss E. REDMOND, *Secretary*, 6 Washington square.
Mr. THOMAS C. ACTON, 170 Fifth av.
" DORMAN B. EATON 2 E. 29th st.
Mrs. D'OREMIEULX, 7 Winthrop Place.
Dr. ELISHA HARRIS, 53 Bible House.
Mr. JAMES ROOSEVELT, 37 William st.
" JACKSON S. SCHULTZ, 200 Madison avenue.

STANDING COMMITTEES.—Continued.

On Hospitals :

Rev. H. C. POTTER, D.D., *Chairman*, 804 Broadway.
 Mrs. ETHAN ALLEN, *Secretary*, 45 W. 52d st.
 Dr. C. R. AGNEW, 266 Madison avenue.
 Mr. JAMES W. BEEKMAN, 5 E. 34th st.
 Prof. C. F. CHANDLER, 70 E. 49th st.
 Dr. Wm H. DRAPER, 4 E. 37th st.
 Mrs. ALEX. HAMILTON, 17 Washington square.
 Dr. JOHN H. HINTON, 41 W. 32d st.
 Mrs. JOSEPH HOBSON, 2 E. 15th st.
 " LYDIG M. HOYT, 26 Washington square.
 Mr. J. M. HURTADO, 63 Pine street.
 Prof. CHAS. A. JOY, Columbia College.
 *Dr. E. KRACKOWIZER, 16 W. 12th st.
 Mr. LEVI P. MORTON, 503 Fifth avenue.
 Mr. F. L. OLMSTED, 209 W. 46th st.
 Dr. JNO. ORDONAUX, Roslyn, Queens County.
 Mr. CARL PFEIFFER, 113 Broadway.
 Miss SANDS, 5 E. 17th st.
 Dr. GOUVERNEUR M. SMITH, 14 E. 17th st.
 Dr. STEPHEN SMITH, 29 W. 42d st.
 Miss S. M. VAN AMRINGE, 150 W. 34th st.
 Dr. JOHN M. WOODWORTH, Marine Hospital, Washington.
 Miss WOOLSEY, 53 E. 61st st.
 Dr. W. GILL WYLIE, 61 W. 46th st.

On Out-door Relief :

Mr. HENRY E. PELLEW, *Chairman*, 18 W. 33d st.
 " TEMPLE PRIME, *Secretary*, 147 W. 14th st.

Rev. W. W. ATTERBURY, 37 Bible House.
 Mr. RICH'D T. AUCHMUTY, 61 University Place.
 Dr. JOHN H. HINTON, 41 W. 32d st.
 Mrs. BENJAMIN S. CHURCH, 19 West 26th st.
 " RICHARD H. DERBY, 12 W. 35th st.
 " R. M. HUNT, 49 W. 35th st.
 " HARTMAN KUHN, 267 Fifth av.
 " C. R. LOWELL, 120 E. 30th st.
 Mr. ARTHUR J. PEABODY, 15 W. 10th st.
 Miss E. E. RUSSELL, 126 W. 13th st.
 Mrs. P. L. VAN RENSSELAER, 12 W. 36th st.
 Mr. ROBERT WALLER, 45 West 45th st.

On Library :

Miss WOOLSEY, *Chairman*, 53 E. 61st st.
 Dr. FRANK H. RANKIN, *Secretary*, 117 E. 26th st.
 Mr. Geo. S. APPLETON, 17 E. 32d st.
 Miss A. K. NEVINS, 16 Fifth avenue.
 Dr. W. GILL WYLIE, 61 W. 46th st.

On Finance :

Mr. F. A. STOUT, *Chairman*, 21 E. 9th st.
 Mrs. I. LENTILHON, *Secretary*, 92 W. 11th st.
 Mr. RICH'D T. AUCHMUTY, 61 University Place, (N.)
 Mrs. G. S. BOWDOIN, 268 Madison av.
 Miss HYDE, 20 W. 19th st.
 Mr. JAMES P. LOWRY, 61 Wall st.
 Mrs. R. B. MINTURN, 60 Fifth avenue.
 Mrs. J. NEILSON POTTER, 16 E. 43d st.
 Miss RUSSELL, 417 Fifth av.
 Mrs. JOHN SHERWOOD, 18 W. 32d st.

SPECIAL COMMITTEE.

1876-77.

On the Erection of a New Bellevue Hospital :

Rev. H. C. POTTER, D.D., *Chairman*, 804 Broadway.
 Mr. J. M. HURTADO, *Secretary*, 63 Pine st.
 Dr. C. R. AGNEW, 266 Madison av.
 Mr. JAS. W. BEEKMAN, 5 E. 34th st.
 Rev. H. W. BELLows, D. D., 232 E. 15th st.
 Mr. JOHN CROSBY BROWN, 36 E. 37th st.
 Dr. ALPHEUS B. CROSBY, 14 E. 47th st.
 Mr. DORMAN B. EATON, 12 E. 29th St.

Dr. ELISHA HARRIS, 58 Bible House.
 Mrs. JOSEPH HOBSON, 2 E. 15th st.
 Prof. CHAS. A. JOY, Columbia College.
 Mrs. HARTMAN KUHN, 267 Fifth av.
 Mr. LEVI P. MORTON, 503 Fifth av.
 Prof. J. S. NEWBERRY, Columbia College.
 Mr. F. L. OLMSTED, 209 W. 46th st.
 " HOWARD POTTER, 37 E. 37th st.
 Dr. GOUV. M. SMITH, 14 E. 17th st.
 Mr. F. A. STOUT, 21 E. 9th st.
 Dr. Wm H. VAN BUREN, 104 Madison av.
 Mrs. P. L. VAN RENSSELAER, 12 West 36th st.
 Dr. W. GILL WYLIE, 61 W. 46th st.

* Died, 1875. See Appendix A.

ADVISORY MEMBERS.

- Rev. WILLIAM ADAMS, D.D., 8 E. 24th st.
 " SAMUEL ADLER, D.D., 604 Lexington av.
 Gen. F. C. BARLOW, 118 E. 30th st.
 Rev. H. W. BELLOWS, D.D., 232 E. 15th st.
 Dr. EMILY BLACKWELL, 53 E. 20th st.
 Mrs. VINCENZO BOTTA, 25 W. 37th st.
 Mr. Wm. CULLEN BRYANT, 24 W. 16th st.
 Mrs. N. P. HOSACK, 15 W. 21st st.
 Mr. CLARENCE KING, 23 Fifth av.
 Mrs. P. M. CLAPP, Stevens House.
 Rev. E. H. CHAPIN, D.D., 14 E. 33d st.
 Miss ELLEN COLLINS, 97 W. 11th st.
 Mr. GEORGE Wm. CURTIS, West New Brighton, Richmond Co.
 Mrs. CHAS. P. DALY, 84 Clinton place.
 Hon. JOHN A. DIX, 3 W. 21st st.
 Mr. WILLIAM E. DODGE, Jr., 263 Madison av.
 Mr. Wm. BUTLER DUNCAN, 28 E. 9th st.
 Prof. T. W. DWIGHT, 2 Gt. Jones st.
 Mrs. CYRUS W. FIELD, 88 Gramercy Park.
 Mrs. HAMILTON FISH, 251 E. 17th st.
 Dr. AUSTIN FLINT, 263 Fifth av.
 Mrs. Wm. PRESTON GRIFFIN, 208 E. 15th st.
 Mr. ABRAM T. HEWITT, 9 Lexington av.
 Rev. G. F. KROTEL, 49 W. 21st st.
 Mrs. DAVID LANE, 131 E. 35th st.
 Mr. ROBERT J. LIVINGSTON, 10 E. 41st st.
 Mr. CHAS. H. MARSHALL, 38 Burling slip.
 Rev. E. McGLYNN, D.D., 142 E. 29th st.
 Miss NASH, 135 Madison av.
 Prof. J. S. NEWBERRY, Columbia College.
 Mr. CHARLES O'CONOR, Station M.
 Dr. WILLARD PARKER, 41 E. 12th st.
 Mr. THEODORE ROOSEVELT, 6 W. 57th st.
 Mrs. LEWIS M. RUTHERFORD, 175 Second av.
 Mrs. SCHUYLER, 19 W. 31st st.
 Miss G. SCHUYLER, 19 W. 31st st.
 Mrs. HENRY B. SMITH, 108 E. 25th st.
 Mr. HENRY G. STEBBINS, 50 Exchange place.
 *Mr. GEORGE T. STRONG, 113 E. 21st st.
 Mrs. J. A. SWETT, 36 E. 19th st.
 Mrs. LUCIUS TUCKERMAN, 220 Madison av.
 Dr. W. H. VAN BUREN, 104 Madison av.
 Rev. E. A. WASHBURN, D.D., 103 E. 21st st.
 Rev. W. R. WILLIAMS, 27 Grove st.
 Miss JANE STUART WOOLSEY, Presbyterian Hospital.

CORRESPONDING MEMBERS.†**England.**

- Mr. C. B. P. BOSANQUET, London.
 Miss MARY CARPENTER, Bristol.
 Mr. ANDREW DOYLE, London.
 Mr. DANBY P. FRY, "
 Col. LYNEDOCH GARDINER, "
 Mr. ALSAGER HAY HILL, "
 Miss FLORENCE HILL, "
 Miss OCTAVIA HILL, "
 Sir BALDWIN LEIGHTON, Bart. Shrewsbury.
 Lord LYTTTELTON, Worcestershire.
 Mr. A. J. S. MADDISON, London.
 Mr. Wm. RATHBONE, M. P., Liverpool.

- Mrs. NASSAU J. SENIOR, London.
 Miss LOUISA TWINING, "

Ireland.

- Mr. W. NEILSON HANCOCK, L. L. D. Dublin.

France.

- Mme. PAPE-CARPANTIER, Paris.

Germany.

- Herr ANDREAS PRELL, Elberfeld.
 Frau WALTER SIMONS, "

ASSOCIATE MANAGERS.**Cayuga Co.****President.**

- Mrs. Dr. J. W. WILKIE, Auburn.

Secretary.

- Mrs. JAMES SEYMOUR, Jr., Auburn.

Onenango Co.**President.**

- Mrs. LESTER TURNER, Norwich.

Recording Secretary.

- Miss MARY REXFORD, Norwich.

Corresponding Secretary.

- Mrs. L. M. S. HAYNES, Norwich.

* Died, 1875.

† See Appendix B. The name Honorary Member was changed to Corresponding Member by amendment of Constitution, January 27, 1876.

ASSOCIATE MANAGERS.—Continued.

*Delaware Co.**President.*

Rev. E. B. RUSSELL, Delhi.

Secretary.

Miss C. A. FOOTE, Delhi.

*Jefferson Co.**President.*

Mrs. E. B. WYNN, Watertown.

Secretary.

Mr. E. Q. SEWALL, Watertown.

*Kings Co.**President.*

Mrs. J. S. T. STRANAHAN, 269 Union St., Brooklyn.

Recording Secretary.

Miss DORA B. ROBINSON, Flatbush.

Corresponding Secretary.

Mrs. CAMDEN C. DYKE, 194 Columbia St., Brooklyn.

*Livingston Co.**President.*

Rev. WILLIAM COALE,

Secretary.

Miss ELIZABETH NORTH.

*Monroe Co.**President.*

Dr. HENRY W. DEAN, Rochester.

Recording Secretary.

Miss R. B. LONG, Rochester.

Corresponding Secretary.

Mrs. OSCAR CRAIG, Rochester.

New York Co.

(BELLEVUE HOSPITAL.)

President.

Mrs. JOSEPH HOBSON, 2 E. 15th St.

Secretary.

Miss ROSALIE BUTLER, 31 E. 38th St.

(RANDALL'S ISLAND.)

President.

Miss C. H. PATTERSON, 30 W. 20th St.

Secretary.

Mrs. C. T. ADEE, 203 W. 52d St.

(ON BOOKS AND NEWSPAPERS.)

President.

Mrs. F. C. BARLOW, 118 E. 30th St.

Secretary.

Miss H. L. ROBBINS, 116 W. 21st St.

*Onondaga Co.**President.*

Rt. Rev. F. D. HUNTINGTON, D. D., Syracuse.

Recording Secretary.

Mrs. W. T. HAMILTON, Syracuse.

Corresponding Secretary.

Mrs. R. FRISSELLE, Syracuse.

Orange Co.

(GOSHEN.)

President.

Miss MARTHA WISNER, Goshen.

Secretary.

Miss MARY E. GRIER, Goshen.

(NEWBURG.)

President.

Mrs. M. M. FELLOWS, Newburg.

Secretary.

Miss A. L. DELANO, Newburg.

*Otsego Co.**President.*

Rev. Mr. McHARG, Cooperstown.

Recording Secretary.

Mr. A. H. PALMER, Cooperstown.

Corresponding Secretary.

Mrs. F. GRAHAM LEE, Cooperstown.

*Queens Co.**President.*

Mr. WM. H. ONDERDONK, Great Neck.

Secretary.

Miss HENRIETTA TITUS, Old Westbury.

*Richmond Co.**President.*

Rev. JAS. S. BUSH, New Brighton.

Secretary.

Mrs. M. L. HARRISON, New Brighton.

ASSOCIATE MANAGERS.—Continued.**Sullivan Co.***President.*

Rev. Mr. HARLOW, Monticello.

Recording Secretary.

Miss MINNIE ROYCE, Monticello.

Corresponding Secretary.

Mrs. E. W. HOUGHTON, Monticello.

Tompkins Co.*President.*

Miss J. L. HARDY, Ithaca.

Recording Secretary.

Mrs. GEO. W. APGAR, Ithaca.

Corresponding Secretary.

Mrs. CALVIN D. STOWELL, Ithaca.

Ulster Co.

(KINGSTON.)

President.

Rev. Dr. WATERS, Kingston.

Recording Secretary.

Mrs. JERVIS McENTEE, Rondout.

Corresponding Secretary.

Mrs. JULIA DILLON, Rondout.

(New Paltz.)

President.

Rev. Dr. PELTZ, New Paltz.

Recording Secretary.

Miss MAGGIE LE FEVRE, New Paltz.

Corresponding Secretary.

Miss MAGGIE HASBROUCK, New Paltz.

Westchester Co.*President.*

Hon. THOMAS NELSON, Peekskill.

Secretary.

Mr. CHAS. W. WOOLSEY, Sing Sing.

Yates Co.*President.*

Mrs. S. B. AYRES, Penn Yann.

Secretary.

Miss E. ROSENBERG, Penn Yann.

ASSOCIATE MEMBERS.**Albany Co.**

Mrs. E. W. BARNES, Albany.
 Hon. IRA HARRIS, "
 Hon. JNO T. HOFFMAN, "
 Mr. THOS. W. OLCOTT, "
 Mr. E. P. PRENTICE, "
 Hon. JOHN V. L. PRUYN, "
 Mrs. H. TOWNSEND, "
 Mr. J. ROY, Watervliet-Centre.

Alleghany Co.

Mr. R. CHURCH, Belvidere.
 Col. A. J. WELLMAN, Friendship.
 Judge J. GREEN, Angelica.
 Mrs. MARTIN GROVER, "
 Mrs. ALFRED LOCKHART, "
 Mrs. WELCH, "
 Mr. J. SHERMAN WARREN, "
 Mr. H. W. HOBERT, Belmont.

Broome Co.

Mrs. J. C. ROBINSON, Binghamton.
 Hon. JOS. E. ELY, "
 Judge LOOMIS, "
 Dr. J. G. ORTON, "
 Mrs. ABEL BENNETT, "
 Rev. W. A. HITCHCOCK, D.D., "
 Mrs. HENRY MATHER, "

Cattaraugus Co.

Mr. N. DEVEREUX, Elllicottsville.
 Mr. J. K. SKINNER, "

Cayuga Co.

Miss MARY MARTIN, Owasco.
 Mr. E. B. MORGAN, Aurora.
 Mrs. MARIA PEARL, Sherwood.
 Mr. W. H. SEWARD, Auburn.

Chautauqua Co.

Hon. R. M. MARVIN, Jamestown.
 Hon. J. C. PRESTON, "

Chemung Co.

Mrs. CHAS. B. STUART, Elmira.
 WM. C. WAY, M. D., "

Chenango Co.

H. K. BELLOWES, M. D., Norwich.
 Mr. BENJ. CHAPMAN, "
 Judge FOLLETT, "
 Mrs. JOHN MITCHELL, "

Clinton Co.

Hon. M. K. PLATT, Plattsburg.
 Mrs. R. B. HALL, "
 Mrs. C. F. NORTON, "
 Hon. JOHN ROGERS, Black Brook.

Columbia Co.

Mrs. E. GIFFORD, Hudeon.
 Mr. J. S. GOULD, Kinderhook.

ASSOCIATE MEMBERS.—CONTINUED.

Cortland Co.

Dr. GEO. W. BRADFORD, Homer.
Mrs. H. S. RANDALL, Cortlandville,

Delaware Co.

Mr. JAS. H. GRAHAM, Delhi.
FERRIS JACOBS, M. D., "
Mr. SAMUEL F. MILLER, Franklin.

Dutchess Co.

Hon. H. G. EASTMAN, Poughkeepsie.
Mr. I. GRINNELL, New Hamburg.
Mr. W. LANGDON, Hyde Park.
Mr. B. J. LOSSING, Poughkeepsie.
Mr. JOHN VASSAR, "
Mr. A. T. MASIER, Wappinger's Falls.
Mrs. T. R. WETMORE, "

Erie Co.

WALTER CARY, M. D., Buffalo.
Judge CLINTON, "
Rev. Dr. SHELTON, "
Mr. W. P. LETCHWORTH, "

Essex Co.

Hon. R. LIVINGSTON, Elizabethtown.
Mrs. R. HAND, "
Mrs. J. HAMMOND, Crown Point.
Mr. JAS. ROMEYN, Keeseville,

Franklin Co.

Mrs. M. K. WEED, Malone.
Mr. W. A. WHEELER, "
Mrs. HOWARD KING, "

Fulton Co.

Judge H. E. SMITH, Johnstown.
Mr. W. G. WAIT, "

Genesee Co.

L. B. COTES, M. D., Batavia.
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FOURTH ANNUAL REPORT
OF THE
State Charities Aid Association.

To the State Board of Charities :

Gentlemen: I have the honor of transmitting to you, as the Fourth Annual Report of the State Charities Aid Association, the Annual Reports of our six standing Committees, of the Treasurer, and extracts from the Annual Reports of our County Visiting Committees.

Very respectfully yours,

LOUISA LEE SCHUYLER,

President.

NEW YORK, March 1, 1876.

ANNUAL REPORT
OF THE
COMMITTEE ON CHILDREN.

To the State Charities Aid Association :

THE whole drift of modern thought and opinion upon the subject of pauper children tends to establish the conclusion that no child dependent upon the State should be allowed to grow up in a poor-house, because such a childhood, dreary enough in itself, is almost inevitably the beginning of a life of pauperism.

The State Legislature, convinced of this fact, on the 24th day of April, 1875, passed the following law (Chap. 173 of the Laws of 1875): "Section 1. On and after January 1, 1876, "it shall not be lawful for any justice of the peace, police justice, or other magistrate, to commit any child, over three and "under sixteen years of age, as vagrant, truant, or disorderly, "to any county poor-house of this State, or for any County "Superintendent or overseer of the Poor, or other officer, "to send any such child as a pauper to any such poor-house "for support and care, unless such child be an unteachable "idiot, an epileptic, or paralytic, or be otherwise defective or "unfit for family care. But such justice of the peace, police "justice, or other magistrate, and also such County Superin- "tendent or overseer of the Poor, or other officer, shall commit "such child or children, not above excepted, to an Orphan Asy- "lum or other Charitable or Reformatory Institution, as now "provided for by law.

"Section 2. It shall be the duty of the County Superintendents of the Poor, or other officers charged with the support and relief of indigent persons, of the several counties of this State in which there are county poor-houses, to cause the removal of all children between the ages of three and sixteen years (not exempted by the first section of this act) from their respective poor-houses, on or before the 1st day of January, 1876, and also to cause the removal of those who may hereafter come under their care and control, or hereafter be born in such poor-houses, before they shall have arrived at the age of three years, and provide for their support and care in families, Orphan Asylums, or other appropriate institutions, as now provided for by law, and the Board of Supervisors of the several counties are hereby required to take such action in the matter as may be necessary to carry out the provisions of this act. In placing any such child in any such Institution, it shall be the duty of the officer, justice, or person placing it there, to commit such child to an Orphan Asylum, Charitable, or other Reformatory Institution, that is governed or controlled by officers or persons of the same religious faith as the parents of such child, so far as practicable."

This law, prepared by the State Board of Charities, excepting the last clause, is of the utmost importance, because it strikes the first great blow against the old poor-house system which has long been a curse to this State. To take a child away from the ruinous influence of a poor-house gives it the best chance of redeeming the place in society forfeited by its parents, and thus saves the State the burden of future paupers and criminals.

We regret the addition of the last clause to this bill, as being contrary to the traditions and usages of this country, in recognizing religious distinctions in State legislation.

On the 1st of July last the Committee on Children issued a pamphlet of suggestions (S. C. A. A., Doc. No. 9), for the use of Local Visiting Committees, in order that they, working with the County Superintendents of the Poor, might find

homes for the children who were in poor-houses throughout the State.

During last autumn the committee visited various institutions in this city, to assure themselves that these homes and asylums were able and willing to take the children who would have to be removed from Randall's Island.

It was found that several of these institutions had, immediately upon the passage of the law, notified the Commissioners of Charities and Correction that they were willing to take children, thus at once proving that there was no difficulty in providing for the few hundreds coming under the action of the law.

On the 1st of January, the Nursery on Randall's Island was broken up, and its inmates were dispersed—that is to say, such of them as were fit to go; for about one-fourth, although entered on the commissioners' books as healthy and fit for adoption, were found to be suffering from diseases inseparable from poor-house life, so that they could not be received into private institutions, although they belonged to the class of children which these institutions are in the habit of taking. The children thus rejected were transferred to the Hospital Department.

The extract relating to pauper children, in the Ninth Annual Report of the State Board of Charities, made to the Legislature, January 14, 1876, shows clearly the necessity for doing away with the old system on Randall's Island, the evils of which are well known to this Association through the Monthly Reports of the Randall's Island Visiting Committee during the past two years. Chief among these evils were the employment of prison and pauper labor among the children, the constant presence of ophthalmia and skin diseases, and the absence of proper care and of any systematic industrial training. The Nursery Department is truly described in the Report of the State Board as being "a conglomeration of Poor-House, Boarding-house, Public School, Work-house and Penitentiary."*

* See Appendix, D.

It has been urged that the new law will cause suffering to a class of people who have been used to putting their children "on the Island" during hard times, but there are many charitable institutions which are willing to take children temporarily to board, or without payment. The managers of these Charities make a point of learning as much as they can about each case brought to them, and thus they are in a position to decide whether parents are or are not able to support their children.

The great defect in a State or city Charity is that it must necessarily be more or less impersonal in its character and general in its relief, so that those who use it grow in time to feel that they have a right to its aid, and thus they become a burden upon society, and we are brought face to face with "pauperization."

It is certainly a great gain that children should be taken out of poor-houses, but neither should they be allowed to remain in institutions, because if they are gathered together in large numbers they will become like bricks in a mold, and it has been proved that the success of all educational and reformatory experiments depends chiefly upon skillful treatment of that individuality which life in an institution tends directly to destroy.

Besides this, it is impossible that a child should receive in any asylum the kind of training which will fit it to be of use when it must go out into the world, and this applies especially to girls.

Boys may be taught trades and various handicrafts, but how can a girl learn to sweep and dust properly in a great building where there are no carpets? or to cook in a huge kitchen where the meat is stewed by steam and the tea made in caldrons and drawn off by a cock? It is no wonder that girls who have been brought up in institutions are in many cases unable to take care of themselves afterward, and so drift into pauperism and crime.

The necessity for the sort of training which a family life alone can give is daily more strongly felt in England, and in

a small Industrial Home for girls, under the care of Miss Twin-
ing, in London, the experiment has been lately tried of allow-
ing them to go out for "day's work" among respectable fami-
lies in the neighborhood, which teaches the girls housework,
and is looked upon by them as a reward for good behavior.
The money thus earned goes to the Home.

Several of the most successful institutions in this State are
in reality agencies for placing children as soon as possible in
homes, only keeping them in the buildings long enough to
cure them to some extent of the faults incidental to their for-
mer rough life. It may be said that the value of an institu-
tion depends rather upon the number of children passing un-
der its influence during the course of a year than by the
number of its inmates at any given time.

The new law, by giving precedence to family homes in the
disposal of children, recognizes the fact that if carefully
placed and judiciously watched they are better off in families
than they can be anywhere else, and they are also much
less likely to become chargeable to the State in after life, be-
cause they will learn to help and to respect themselves, and
loss of self-respect is at once the cause and the effect of pau-
perism.

It cannot have escaped notice that the beneficent action of
the law is limited to children of sound mind and body, as it
excepts those who are "unteachably idiotic, epileptic, paraly-
tic, or otherwise defective, diseased, or deformed," these classes
being left exposed to the evils of the old system.

It is earnestly hoped that Local Visiting Committees and
County Superintendents of the Poor will do all in their power
to remove the crippled and sickly children now in the county
poor-houses from the pauper and criminal influences which
surround them in those buildings, and if it be necessary to
keep up the hospital for children on Randall's Island, there
should be a staff of trained nurses and paid helpers, instead
of the convict and pauper women who are now brought in
contact with the children.

The United States Census of 1870 gives the number of

idiots in this State as 2,486, in a population of 4,382,759. But it is probable that the proportion is larger, and it is stated that in civilized communities it is safe to estimate the number as one to every thousand of the population.

In many cases an idiotic child is a burden on its family almost too heavy to be borne, but the child should not be kept in a poor-house, for its own sake as well as for that of the other inmates. At the Annual Convention of County Superintendents of the Poor, held at Poughkeepsie in June last, the following resolution was adopted:—

“Resolved, That in our opinion the accommodations provided by the State for the care of idiots are very inadequate for present and prospective needs, and that the interests of humanity would be promoted by effecting a classification between the teachable and unteachable classes, and that we recommend the Committee on Legislation, together with the State Board of Charities, to bring this subject to the attention of the Legislature.”

In the 24th Annual Report of the New York Asylum for Idiots, Dr. Wilbur says, that “proper custodial institutions for idiots should be added to the number of existing State institutions.”

In concluding this Report it may be said that the Association regards the passage of the law removing children from the poor-houses as the most important step in poor-law reform made in this State during the past century.

For the Committee,

ANNE PERKINS CARY,
Chairman.

ANNUAL REPORT
OF THE COMMITTEE
ON ADULT ABLE-BODIED PAUPERS.

To the State Charities Aid Association :

At the regular monthly meeting of the Committee, held in October, the following resolution was passed :—

“That an investigation be made as to the methods, expenses, extent, and results of poor-law administration and relief in the several towns in the County of Westchester, with a view of ascertaining how near the same come to the greatest practical efficiency and economy, and that the investigation extend over a period of ten years (last past).”

The time was afterwards changed to cover the ten years from 1864 to 1873, inclusive, and the secretary entered into correspondence with prominent members of the Local Visiting Committee of Westchester county, by whose advice it was decided to carry on the investigation in each town separately. Efforts were at once made to find in each town one person who would undertake the arduous task of consulting the town records for the ten years referred to, the expectation being, of course, that the accounts of the overseers of the poor for each year would be found in the office of the Town Clerk.

In 15 of the 23 towns (including West Farms) correspondents were found, some belonging to the Local Visiting Committee, some not connected with it; but in the remaining eight it seemed impossible to interest any one, and the statistics were obtained by sending a person to make the necessary researches.*

* See Appendix, E.

Many of our correspondents spent much time and trouble in the work they undertook, and the results have been valuable and interesting, but perhaps the most interesting fact discovered is that in only 5 out of the 23 towns of the county (and those, with the exception of West Farms, among the least populous) were there any records to be found of the amount spent in out-door relief, or of the persons relieved, during the ten years referred to, and this although Chapter 334 of the Laws of 1845 provides in sections 3 and 4 as follows:—

“3. The overseers of the poor shall keep a book, to be procured at the expense of the town, in which they shall enter the name, age, sex, and native country of every poor person who shall be relieved or supported by them, together with a statement of the causes, either direct or indirect, which shall have operated to render such person a pauper, so far as the same can be ascertained. They shall also enter in such book a statement of all moneys received by them, when and from whom and on what account received, and of all moneys paid out by them, when and to whom paid and on what authority.

“4. The overseers of the poor shall lay said book before the Boards of Town Auditors, together with a just and true account of all moneys received and expended by them for the use of the poor. The said account shall be filed by the Town Clerk.”

The amounts appropriated for the relief of the poor by the supervisors appear in the Annual Reports of that Board, but the town overseers have left no record of the amounts spent, or the manner of spending. Neither in Yonkers, Cortland, nor Ossining, which towns appropriated respectively \$14,500 in 7 years, and \$19,000 and \$8,000 in 11 years, are any records to be found. There are in Westchester county three Superintendents of the Poor, elected by the county, who receive \$3 per day “when serving,” and their traveling expenses. It is their duty to manage the poor-house and provide for the county poor; these last are but few in number, but had increased from 16 persons in 1864 to 54 persons in 1873. They receive from 50 cents to \$1 a week in money, and require

the recommendation of a supervisor in order to obtain this relief.

The county poor-house relieved, in 1864, 480 resident and 376 transient poor; these numbers increased, though not in like proportion, until in 1871 there were 587 resident and 1,158 transient inmates; the next year 589 resident and 1,081 transient; and the next, 624 resident and only 810 transient paupers, while in 1874 the number of transient inmates had again risen to 1,690, and the resident poor were 660.

The poor-house cost the county for its maintenance in 1864, \$19,749.46, and the expense increased almost steadily, until in 1873 the cost was \$28,196.57. The testimony is, that it has been honestly and economically managed.

Full records are kept of the persons received, their circumstances, etc., and the keeper gives it as his opinion, that fully five-sixths of all those admitted have sunk to that degradation in consequence of intemperance.

Besides these superintendents, there are in Westchester county 36 town overseers of the poor, who are elected each year by their respective towns, the decision resting with the voters whether they will have one or two. Fourteen of the towns have two, while the remaining nine have but one overseer.

The duties of these officials are many; the only one apparently performed by them, is that of supplying relief to the town poor, under which term are included in most of the towns all the vagrants who apply for aid.

According to the reports of the Boards of Supervisors, the amounts appropriated for the poor by the towns from 1864 to 1873, inclusive, were as follows :

1864.	1865.	1866.	1867.	1868.
\$11,725.	\$13,039.	\$10,902.	\$10,915.	\$12,803.
1869.	1870.	1871.	1872.	1873.
\$12,435.	\$7,610.	\$4,310.	\$3,410.	\$4,378.

Amounting to \$91,527 for the ten years.

During the last three years no appropriations were made

by the supervisors of the towns of East Chester, New Rochelle, Pelham, Poundridge, Rye, Westchester, White Plains, Yonkers, or Yorktown, so far as the reports show.

* From the Westchester county reports, although the information received is not complete, we may gather some interesting facts; for instance, that the same system of poor-relief is in force in Yonkers with 18,000 inhabitants, and in Poundridge with 1,200. That while Harrison, with a population of 787, has two overseers, Ossining, with 7,798, has but one (who this year happens to keep a lager beer saloon), and that Scarsdale elects and pays an overseer to keep a boarding-house for tramps, since there are no resident poor in the town. The fact is, that in several of the towns the proportion of transient to resident poor is very large, as—

Lewisborough, where during ten years 37 resident paupers were relieved, and 10 tramps lodged and fed.

Mamaroneck, where during the ten years 1868 tramps were lodged and fed, and 587 resident poor obtained relief.

New Castle, where on an average 15 families receive \$10 a year each, while, in 1874, 190 tramps were lodged and fed, and \$600 was spent for the poor, making \$150 for their own poor and \$450 for tramps.

North Salem, where \$550 was spent for poor relief in ten years, only \$112 of which was for the resident poor.

White Plains, where fully 90 per cent. of the persons relieved were, according to calculation, tramps; and of the whole amount expended for the poor, 75 per cent. was for the relief of that class.

To the resident poor relief is given by orders for coal and groceries; and in all the towns the overseers receive a fee for each order signed. The usual fee is 25 cents, but in one town the overseer receives \$1 for every order; in one, 50 cents; and in one only 12½ cents.

In some of the towns, again, the overseers are paid separately for each visit they make; in one, 50 cents; in one, \$1; and in

* From the Census of 1870.

one, \$1.50, while in still another they receive \$2 for every case examined, if relief is given.

They are all reported as receiving the legal \$2 per day when serving.

The system of entertaining tramps is peculiar everywhere, but different in different towns. In some the overseers have provided out-houses on their own premises, where these vagrants are herded together at night, and fed at the overseer's house. He reports the number lodged and fed, and receives his pay on making his affidavit that the account is correct. His compensation differs widely in the several towns. In some he has 25 cents for each meal and each lodging supplied. In some, 45 cents for each. In some, \$1 for two meals and a lodging. In none does there seem to be any check upon him; even where the rule has been adopted that no tramp shall be lodged without an order from a justice of the peace, it is not enforced. In several of the towns tramps are arrested and sent to the jail at White Plains, but this is an expensive way of disposing of them, since the justice who examines them receives \$2 for each commitment, and in some of the towns, at least, the officer is paid \$5 for conveying the vagrant to the jail. One justice has sent in to the Board of Supervisors a bill of \$2,500, for the commitment and transportation of tramps to the county jail during the past year. In some of the larger villages and cities the tramps are lodged in station-houses or lock-ups, and in others again an arrangement is made with some person in the town to receive them, when sent with an order by the overseer, and the bills, when presented, are paid by the town. In one place the overseer lodges them in his own house, or that of any neighbor who will receive them. The fact is, that these communities say to the vicious and idle: "We will board you free of cost, if you will only come and stay among us." The money wasted in this way is the least of the evils of the present system; the corrupting influence of these worthless men and women, as they pass from town to town, lodging among the people, must be incalculable.

Unfortunately, however, it is for the interest of the overseers of the poor that pauperism and vagrancy should increase, since they have no salaries, and their gains depend directly upon the number of persons whom they relieve. An overseer who gives orders for coal and groceries to 100 persons, makes twice as much money as he who only relieves one-half that number, and he will almost inevitably encourage the struggling poor around him to apply for town aid. The fortunate overseer, again, who lodges and feeds 30 tramps a night, can make quite a paying business of it, and it is only natural that he should treat his boarders so well that they will wish to return. Each overseer is thus a center of pauperism and vagrancy, and his interests are directly opposed to those of every other member of the community, the paupers and vagrants included, although they may not think so.

The attention of the Committee having been called, by the investigation in Westchester county, to this extraordinary system of poor-relief, which prevails more or less throughout the whole State, and by which the only persons who have any official relations with pauperism and vagrancy are constantly under temptation to foster these evils, it became apparent that some remedy must be found.

The only one that would, in their opinion, strike at the root of the matter, is a change in the character and position of the overseers. It is evident that the persons receiving aid directly from those officials should not help to elect them, that their term of office should be long enough to enable them to gain some experience, and that their compensation should not depend upon the number of paupers and vagrants whom they can collect around them.

The Committee were satisfied from such testimony as they had received from Westchester and a few other counties, as well as from *a priori* reasoning, that these changes were necessary, and that the character and influence of the overseers of the poor were such as to warrant them; but in order to obtain still more convincing testimony, they addressed letters of inquiry to the Superintendents of the Poor of each county

in the State, mentioning what they considered the tendency of the present system, and asking what was the character and what the influence of the town overseers of the poor in that county. They have received many replies, extracts from which are given below, together with some taken from letters written by members of the Local Visiting Committees, and such other testimony as bears on the subject. Each number represents a separate county.

TESTIMONY FROM TWENTY-SEVEN COUNTIES IN REGARD TO OVERSEERS OF THE POOR.

No. 1.—FROM A SUPERINTENDENT OF THE POOR.

"I suppose the different towns in the county put in as Overseer any man who will take the office. Intelligence or character does not enter into the case; I am of the opinion that there should be an entire 'overhauling' of this whole matter. Under the present law, an overseer has great responsibility, and can save or waste the public funds."

No. 2.—FROM A SUPERINTENDENT OF THE POOR.

"I think a much better class of men could be *appointed* Overseers of the Poor than is generally *elected* in this county. As it is now, there is no one to instruct them as to what they should do in regard to tramps or transient poor; one town will relieve 2,000, another town that has the same number of applicants would relieve 500; it would be according to who was Overseer. The Supervisors of the county, at their last meeting, instructed me not to allow any Overseer but 30 cents a piece for any tramp for the coming year, which has the effect to diminish the number of tramps at least one-half. Last year, the county relieved about 6,000, at a cost of nearly \$6,000."

No. 3.—FROM A SUPERINTENDENT OF THE POOR.

"I know of cases where the Overseer was anxious to do business and furnish aid, merely for the pay he would receive for services rendered, but I see no way under the present law

to remedy the evil. One difficulty in our county is, that the Overseer is changed almost every year in several of the towns, and before the person becomes properly qualified to discharge the duties of his office his term is ended, and a new man takes his place, who is also not qualified to discharge the duties."

No. 4.—FROM A SUPERINTENDENT OF THE POOR.

"As to my views on the subject of pauperism, I think a great deal of it is encouraged throughout our county by Overseers of the town poor, that care but very little for the increasing evil of vagrancy and pauperism, as long as they are profited by it. We have instances of it very often."

No. 5.—FROM A SUPERINTENDENT OF THE POOR.

"I have no doubt that many of our Overseers, who are very good men, are in the habit of feeding and lodging tramps, when there is no real necessity for doing so, merely for the reason that there is a small profit to the Overseer. I think also that most of our Overseers, where there is a distinction between town and county poor, are in the habit of aiding families and encouraging them to take aid, for the purpose of preventing such families from gaining a settlement in their own town. I am satisfied that this great horde of transient paupers, or tramps, receive too much encouragement from Overseers, and that their numbers are greatly increased thereby. It requires men of the best judgment for Superintendents and Overseers of the Poor, but it is too often the case that almost any kind of man is put on the ticket for Poor Overseer, without any regard to his qualifications or fitness for the place, and a great amount of harm comes from that source."

No. 6.—FROM A SUPERINTENDENT OF THE POOR.

"When *wisely* and *economically* administered, the office of Overseer of the Poor is a thankless and unprofitable place, and hence, as a rule, capable and efficient men do not seek it. The Town Overseers generally are unwilling servants, but being burdened with the office, they seek to make it pay ex-

penses at least, and justify themselves with the plea that they cannot serve gratuitously. One of the most difficult and unpleasant tasks in my office is to correct and audit the accounts of Town Overseers, having frequently to visit the various towns in connection therewith. This is principally because of the failure of the Overseer to comprehend the law in its proper application under the various circumstances that arise. Improper and unjustifiable expense is often incurred, relief being afforded without proper inquiry into the case."

[In the county referred to, the Board of Supervisors ordered the Superintendent of the Poor to allow the Overseers "only fifteen cents for each meal, and fifteen cents for lodging, furnished tramps and transient paupers."]

NO. 7.—FROM A SUPERVISOR.

"The incompetency of the Poor-master to make out records is such that none can be kept, even though they are required by law. Men of low grade and rough natures generally obtain the office of Poor-masters. The petty officials who come in contact with pauperism all make something by it, and it is far from being their interest to discourage it."

FROM THE SECRETARY OF THE LOCAL VISITING COMMITTEE. (SAME COUNTY.)

"The Poor-masters, although often honest and worthy men, are, as a rule, illiterate, and consequently lax in their ways of keeping records."

FROM A MEMBER OF THE LOCAL VISITING COMMITTEE.

"The utter want of education, and, still worse, the want of principle of the men we choose to distribute our money to the poor will be obstacles in the way of securing fair, honest returns."

FROM A MEMBER OF THE LOCAL VISITING COMMITTEE.

"Our Overseers are, at present, as they have been heretofore,

men of the laboring class, to which there have been but two exceptions, the one a grocer and the other a shoemaker. These two men, to judge from their accounts, performed their duties with fair ability, but the others seem to have scattered their charities broad-cast among the tramps, giving but little to the resident poor. The Overseers are so poor that the fees and perquisites of their office would be a great object to them, they themselves being out of work at the time when they are most called upon to supply the wants of others; can we wonder that their manner of distributing the public money is more with an eye to their own fees than to the good of the people whom they are supposed to serve? Indiscriminate charity is peculiarly injurious to Americans. Once teach an American that he or she can live without work, and they are lost, and no matter what their moral delinquencies may be, they demand support on no other ground than that of their citizenship. In this town, there are families receiving out-door relief in the fifth generation."

NO. 8.—FROM AN EX-SUPERVISOR.

"The Overseers of the poor in towns of the State are, as a rule, the lowest class of citizens. Many cannot read or write."

NO. 9.—FROM A MEMBER OF A LOCAL VISITING COMMITTEE.

"Some of our Overseers are of a character which renders them unfit for an official position. One of the present Superintendents was Overseer last year. He is wholly uneducated; I think is unable to write his name. During his former office, it is thought he defrauded his town by lodging a great number of tramps, even soliciting their patronage, and making heavy charges. * * *

"Both Superintendents and Overseers manage to run their bills up to very large amounts. They have so much per mile for carrying paupers, and occasionally they take the liberty of charging mileage for each pauper carried, even when only one trip is made."

FROM A SUPERINTENDENT OF THE POOR. (SAME COUNTY.)

"Yours of January 25th just received, and in reply, I would state that I have been a Superintendent of the Poor over five and a half years; have been studying the question of pauperism for more than three years, and am satisfied that if Superintendents and Overseers of the Poor were chosen on account of their fitness for the duties assigned them, instead of the amount of political influence they may have at the primaries, many of the present incumbents in our county would have to retire from public life. I have suspected, yet I would not like to say, any of them would knowingly encourage tramping. * * * *

"My opinion is that politics and charitable objects and institutions will not mix, and that as long as these are elective offices, subject to frequent changes, I doubt there being very much improvement."

No. 10.—FROM A SUPERINTENDENT OF THE POOR.

"I am willing to admit that a majority of the Overseers are incompetent to fill the office, and always will be as long as they are elected by the people. If Overseers of the Poor could be appointed by the County Judge, or the Superintendent of the Poor, competent men and good can be found to fill those offices. In this county we have allowed the Overseers, for keeping a tramp, and for two meals, one dollar, but we have now reduced the price to fifty cents for the same, and I find they do not keep as many."

No. 11.—FROM A SUPERINTENDENT OF THE POOR.

"Your suspicion of improper management of the Overseers of the Town Poor, is, I think, too well founded. As Auditor of Poor Accounts for the last three years I have been led to the same conclusion. The accounts of many of them have been cut down half to one-third and one-quarter, and repeated, till the accounts of that kind are very much less than three years ago, and no harm done to the deserving. Our

greatest trouble of this kind came from Irish Poor Overseers: poor themselves, of course they have sympathy, and at the same time like to make something; and then, having little or no tax to pay, would be interested in nursing the business. If any credit is due for the course that this Board of Auditors have taken, let it apply towards balancing the many curses from the Overseers."

NO. 12.—FROM A MEMBER OF A LOCAL VISITING COMMITTEE.

"The officers of our village refused last winter to make any appropriation for nights' lodging for tramps; consequently, this winter we have not had a dozen applications at our door for something to eat from tramps, whereas last winter, I am sure it is no exaggeration to say we had more than a hundred. It seems to me that the office of Overseer is one that, as a general rule, would be much better filled by appointment than election, for although it must be a horribly disagreeable position for a man of any feeling, it is also a very lucrative one, and there are always many applicants for the office, who are utterly unfit to properly discharge the duties."

NO. 13.—FROM A SUPERINTENDENT OF THE POOR.

"In reference to the Overseers in our county, we have discovered no extreme dereliction, nothing in fact but what grows out of a want of experience and more thorough training; the fault is with the people, in not putting in their best men and keeping them in longer. The only thing that I have discovered as being wrong is too much generosity to tramps at the expense of the people. I have this regret that the people do not select stronger and more thorough men for the office referred to."

NO. 14.—FROM A SUPERINTENDENT OF THE POOR.

"Our experience in regard to Town Overseers of the Poor is that the system doing away with Overseers, and letting the

Supervisors do the business instead, works infinitely better. Overseers of the Poor have too much interest in encouraging pauperism. In this county we have now only three towns with Overseers, outside of this city ; the other towns do their poor business by their Supervisors."

No. 15.—FROM A SUPERINTENDENT OF THE POOR.

"Yours, inquiring what class of men are usually elected for Overseers of the Poor, received, and must say they are rather an inferior set of men."

No. 16.—FROM A SUPERINTENDENT OF THE POOR.

"It is my opinion that there is an Overseer of the Poor in this county that has made more money out of the office of Overseer for the past year than a good farmer has made from the best one hundred and fifty acres of land in the county. The Superintendent of the Poor has had bills audited from one town that amounted to one thousand five hundred dollars and upwards, and this is all for temporary relief. This is not the only town that has had large bills, there are several of them, and I am of the same opinion of some others, that there is some inducement offered to make so many able-bodied men paupers. It requires capable, intelligent men to be good Overseers; if these kind of men were elected, Superintendents of the Poor would not be so plagued to make out returns to the Secretary of State and others, as they now are."

No. 17.—FROM A SUPERINTENDENT OF THE POOR.

"I am persuaded that there is a great deficiency on the part of Overseers of the Poor in caring for this class (able-bodied paupers) ; many are supplied without any investigation of their necessities. I might say that fully one-half of the Overseers of this county are of this class. They pay out the people's money indiscriminately, not investigating their necessities, when a little advice and encouragement would enable them to maintain themselves. The office of Overseer is often changed

from year to year, which brings many inexperienced Overseers in contact with the duties to be learned by experience. Then there are those who search out the needy, and provide for their wants with much less expense to their towns."

No. 18.—FROM A SUPERINTENDENT OF THE POOR.

"There has been a decided improvement for the past three years in the selection of men for Overseers of the Poor. In some of our river towns we have heretofore had some of that class of Overseers that looked more to their own than to the county's interest. All such cases we notified that they would receive no compensation, and the result has been that rather than work for nothing, they have been more careful."

No. 19.—FROM AN EX-SUPERINTENDENT OF THE POOR.

"I have somewhat delayed my answer, as I desired some further information from some of the authorities representing this county. So I had a consultation with some of the Supervisors, and my opinion was confirmed, which is, that the office of Overseer of the Poor should be abolished, for the reason that a large majority, at least nine-tenths of the persons elected, are utterly unfit and incompetent, thereby causing an exorbitant expenditure, to the utter disadvantage of the taxpayers, to that extent that it creates complete disgust."

No. 20.—FROM A SUPERINTENDENT OF THE POOR.

"I have heard the regular inmates of our County House tell of hearing the tramps tell of being in the Western States this winter and traveling at the expense of the Poor-masters, and many of the tramps that come to our County House tell me they are sure of nights' lodging, supper, and breakfast, and a great many of them seem to be very independent about it.

"In so far as I can learn in our county, I think the Overseers of the Poor do not do anything to encourage this tramping—on the line of the railroads perhaps it is different.

"I have noticed of late that there are a great many more of the younger class that are tramping, and also that the number of native-born Americans is increasing."

NO. 21.—FROM A SUPERINTENDENT OF THE POOR.

"It is my firm belief that the encouragement tramps receive from Poor-masters, by feeding and lodging them, increase such expenses one-half. Full three-fourths of the tramps are well and able-bodied men, who prefer traveling and begging for their living to working for it. I claim that as the Superintendents of the Poor have to take the responsibility of paying the Poor-master's bills, the Superintendents should have the power to appoint the Poor-masters.

"Just so long as the Poor-masters give tramps a good living our highways will be full of them, and it costs from one to two dollars a day for their support. We are not troubled with tramps staying very long in our poor-house, for the reason that our discipline in regard to the separation of the sexes is strict, and we have plenty of work, 'cutting wood,' for them to do."

NO. 22.—FROM A SUPERINTENDENT OF THE POOR.

"I do not think that the Overseers of the Poor are encouraging pauperism very much in this county—the poor from all parts of the county are complaining that they cannot get any help. I think that the Overseers of the Poor in this county are rather a close set of men, and only help in time of actual need."

NO. 23.—FROM A SUPERINTENDENT OF THE POOR.

"I should like to see a law passed making it a criminal offense for an able-bodied man to apply for relief—he should never be treated as a pauper; he should be treated as a criminal."

NO. 24.—FROM A SUPERINTENDENT OF THE POOR.

"My experience for the time I have held the office of Super-

intendent of the Poor has been such as to convince me of the evils in connection with the Overseers of the Poor of our towns.

"1st. They have a great anxiety to keep the number of town paupers as small as possible, and for this purpose they will often offer help to a family before they have been in town one year, for the purpose of keeping them chargeable to the county, and when a person begins to receive charities, they soon sink to the condition of a pauper.

"2d. In many of our large towns, and especially along the line of our railroads, there are a large number of able-bodied tramps, for which I hold the Overseers of the Poor largely responsible, as they have been very ready to keep them and feed them, also to pay their way on the cars to the next county. There the same thing is repeated, until the tramp has been well-educated in his business."

No. 25.—FROM A SUPERINTENDENT OF THE POOR.

"Of our sixteen Overseers all are very efficient and trustworthy, with the exception of one or two who are easily kept in check * * * * Our tramp list numbers about 200 a month. I cannot suggest any change for the better for our county."

No. 26.—FROM A SUPERINTENDENT OF THE POOR.

"There is unquestionably a grave wrong in the selection of Overseers, and also in the line or policy they pursue. * * * When we lay by party politics and elect efficient Overseers, our Poor matters will be in a more healthy condition."

No. 27.—FROM A SUPERINTENDENT OF THE POOR.

"Long since, I came to believe that at least 99 per cent. of the tramping fraternity were professionals, and not entitled to the support or even sympathy of the public. In 1873-74, the north part of our county, especially, became overrun with them to such an extent that our homes were in constant dan-

ger from their presence, and it was soon seen that the Overseers of the Poor were reaping a rich harvest by feeding and caring for them. There was an unscrupulousness on the part of Overseers that was surprising and humiliating, and it existed to an extent that I was not prepared to believe—some of them even keeping *runners* on the road to pick up the members of this wretched class for the profit there was in keeping them. * * * In May, 1874, the Superintendents of the Poor reduced the price per meal and for lodging for these men from twenty-five to fifteen cents. This had its influence, but not to the extent we wished, and in August following, we reduced the price to ten cents. * * * * On the fourth of the following June we cast the whole thing from us and refused to do anything for them. This, of course, had reference to the able-bodied tramps—the sick have always been cared for. * * * * Since then very few, not more than two per cent. of the number cared for in 1873 and spring of 1874, have been kept by Overseers, and the system of professional tramping is in a large degree broken up.”

At the State Convention of the Superintendents of the Poor, held at Rochester, in June, 1874, the following resolution was unanimously passed :

“That in the opinion of this Convention the office of Overseer of the Poor in the various counties where no distinction is made between county and town poor, ought to be abolished.”

Among the reasons given for this resolution was the following : “That many Overseers were men entirely incompetent to fill the important office.”

At the Convention held at Poughkeepsie, June, 1875, in a discussion on Out-door Relief, the following remarks were made by Mr. Goodale, Superintendent of Orange County, and Mr. Van Leer, Superintendent of Seneca County :

“Out-door Relief, as generally administered, is, I think, an evil. The Overseers make money by charging a commission on the Out-door Relief afforded. This should be suppressed at once by the people.”

"The Poor-masters in our county get two shillings commission per order, and in this way received last year a very large amount. In dealing with this difficulty we should begin at the root."

Dr. Harris, Secretary of the New York Prison Association, says :

"The Overseers of the Poor will not wisely or efficiently administer any law."

In accordance with the permission of the State Charities Aid Association, and impressed by the absolute necessity of reform, the Committee have caused a bill to be drafted embodying the following principles, viz. :

That Overseers of the Poor shall be appointed by the Supervisor of their respective towns.

That they shall hold office for three years.

That they shall receive a salary, to be fixed by the town authorities, instead of, as at present, being paid by fees.

Such a law would, in the opinion of the committee, do more than any other single measure to stem the tide of pauperism and vagrancy.

The committee agree with the "Report of the State Board of Charities," presented to the Assembly on the 1st inst., and which contains the following suggestions on the subject of "Tramps :

"To correct the matter, a radical change in the manner of dealing with this class is believed to be necessary. A more careful scrutiny than heretofore as to the condition of all transient persons applying for aid should be made by the public officials. * * * * In the case of the able-bodied, no aid should be extended to them except upon their rendering an equivalent therefor, by their labor. It may not always be within the power of the officers to make such labor remunerative to any considerable extent, but in all cases before relief is furnished, it should be stipulated that a certain amount of work shall be performed therefor, and if the person, after being aided, refuses to perform the work, he should be subjected to summary arrest by the Superintendent or Overseer

of the Poor, and proceeded against under the laws regarding vagrancy."

"Under the increased power conferred upon Boards of Supervisors by the last Legislature (Chap. 482 of the Laws of 1875), the subject is within the control of the several counties, and it only needs general action in the matter, greatly to lessen the evils complained of. The enactment of a suitable law conferring additional powers upon Superintendents and Overseers of the poor, and defining their duties as to arresting and examining the class of persons referred to, is probably necessary, and it may be advisable to authorize Boards of Supervisors to erect and maintain county or district work-houses in certain cases. The employment of this class has been resorted to in several counties during the past year, and it is claimed that the number of tramps has in consequence largely diminished in those counties. When tramps throughout the State are required to work and to render an equivalent by their labor for the aid they receive, it is believed that they will generally take measures to provide for themselves, preferring to work on their own account rather than to labor under compulsion for the public.

"In connection with this subject, the Board deem it proper to call the attention of the Legislature to the fact that the poor-houses and jails of the several counties contain a large number of vagrant, disorderly, and idle persons, for whose employment no adequate provision is made. The tramp is so closely allied to these classes, that any provision which may be made for the former, it would seem, should also include the latter; and that the commitment of able-bodied persons of these classes to poor-houses and jails, or other places of idle detention, should be prohibited. In providing for these classes, due regard should be paid to the inculcation of habits of self-supporting industry, and to such reformatory treatment as may be practicable."

A bill, entitled "An Act to provide for the better suppression of vagrancy," introduced into the Assembly by Hon. Hamilton Fish, Jr., on the 18th of January, 1876, will, it is

hoped, if passed, produce an immediate effect on the evil of tramping, but further legislation will also be necessary to provide permanently for the incorrigibly idle and vicious, who should, in accordance with the advice of the State Board of Charities, be withdrawn from the jails and poor-houses of the State, and committed, until reformed, to district work-houses, there to be kept at hard labor, and educated morally and mentally.

For the Committee,

JOSEPHINE SHAW LOWELL,

Chairman.

ANNUAL REPORT

OF THE

COMMITTEE ON HOSPITALS.

To the State Charities Aid Association :

At one of the regular monthly meetings of the Committee on Hospitals, last spring, sub-committees were appointed to prepare reports on the following subjects :—

1. Hospital Construction.
2. Hospital Hygiene and Ventilation.
3. Hospital Diet and Kitchens.
4. Hospital Laundries and Linen Rooms.
5. Hospital Nursing and Training School.

We would ask of the Local Visiting Committees, that whenever it is proposed to build a new hospital or asylum, or to improve the construction of an old one, they will inform us of the fact, and supply us with a detailed account of the proposed hospital or asylum—as to the necessity for such an institution, the proposed site, number of beds, etc., and the address of the authorities having the work in charge.

Such information, given in time, would enable our commit-

tee to be of practical assistance to the visiting committees in securing the adoption of improved plans of construction, etc.

Since the last Annual Report, several letters having been received by members of the committee from persons outside the State, asking for information on the subject of hospitals, it was resolved, "That the Sub-Committee on Hospital Construction be instructed that on hearing of an intention to put up a new hospital, it enter into correspondence with the respective persons, corporations, or authorities, and endeavor to impress on them the true ideas of hospital construction, etc."

Acting in accordance with this resolution, on receiving news of the proposed erection of new hospitals—at Chicago, Camden, N. J., Ann Arbor, Mich., Cleveland, Ohio, and Baltimore, Md.—correspondence was established with the respective authorities, and information forwarded, a part of which was the drawing and description of a plan for a surgical pavilion which had been approved by the Association.

The hospital that is to be erected in Baltimore is the "Johns Hopkins Hospital." The late Johns Hopkins, a wealthy citizen of Baltimore, bequeathed several millions of dollars—now estimated to be \$6,000,000—to trustees, with which to found a university, a colored orphan asylum, and a hospital, and he added to this bequest fourteen acres of land in the City of Baltimore, on which the hospital is to be built.

In a letter to the trustees, Mr. Hopkins enjoined them to obtain the advice and assistance of those at home and abroad who have achieved the greatest success in the construction and management of hospitals.

In accordance with this request, the trustees selected John S. Billings, Brevet Lieutenant and Assistant Surgeon, United States Army; Norton Folsom, M.D., of Boston; Joseph Jones, M.D., of New Orleans; Casper Morris, M.D., of Philadelphia; Stephen Smith, M.D., of New York,—each to prepare an essay upon the construction and organization of the hospital.

The book, "Hospital Construction and Organization," lately published by the trustees of the Johns Hopkins Hospital, contains the five essays of the above authors.

At the request of the President of the Board of Trustees, that the Association would express its views upon this book, a review was prepared by the Chairman of the Sub-Committee on Hospital Construction, which review was indorsed by the Committee and the Association, and a copy of it forwarded to the trustees in Baltimore.

The Johns Hopkins Hospital will have a marked influence upon hospital construction in this country, and should be erected in accordance with the most enlightened modern principles. It is on this account that we have taken so deep an interest in its progress, and we hope the trustees, who thus far have shown so much wisdom in their efforts to secure the best plan, will succeed in giving this country a model hospital.

Of so much importance is the subject of hospital construction at the present time, that we will conclude our Annual Report by stating in concise terms the principles that should be adhered to in the erection of a general hospital.

I. A site should be selected which affords the best sanitary conditions—removed from sources rendering the air impure, and from surrounding obstructions to its free circulation. Rather than erect a hospital in a crowded district, surrounded by buildings, it is better to place it as far as practicable from the center of population, and to have in connection with it a system of small reception hospitals, containing not more than six beds, with ambulance wagons for conveyance of patients.

II. The grounds should be well drained and cultivated, so as to give a large supply of foliage.

III. The administrative building, drug-room, kitchen, laundry, and bath-house should be separated from the wards and to the leeward, so as not to obstruct the prevailing winds during the summer months.

IV. The post-mortem, pathological, and dispensary buildings should be separated, in fact, isolated, from the rest of the hospital, and have a different set of medical men and attendants.

V. The patients should be divided according to their diseases into not less than four classes—

Class 1st. Non-infected cases, and those not liable to become so, nor to infect others—as rheumatism, diseases of the heart, liver, kidneys, etc.

Class 2d. Non-infected cases, and those not dangerous to others, but liable to become infectious—as slight wounds, scalp-wounds with fracture of skull, etc.

Class 3d. Non-infected cases, but liable to become so, and dangerous to others—as severe wounds, burns, etc.

Class 4th. Infected and contagious cases—as pyæmia, septicæmia, erysipelas, gangrene, etc.

VI. For the treatment of all classes of patients, it is *very desirable* to have every ward in a separate one-story pavilion; for the treatment of cases coming under classes second and third, it is *essential* that the wards should be in one-story pavilions. For the treatment of class fourth, isolated huts or tents are *absolutely necessary*.

VII. The pavilions for the first and second classes may be permanent in character, but those for the third class should be more or less temporary. Those for the fourth class should be frequently destroyed and renewed.

VIII. Every pavilion should consist of two distinct parts—
(a) The ward, placed on a high basement made permanently dry, with its axis running north and south; say 30x100 feet, allowing at least 120 feet of surface area, and high enough to give not less than 1800 cubic feet of air-space to each bed. There should be one window to each bed. In the temporary pavilions for severe cases, the surface area and the cubic air-space for each bed should be much greater.

(b) The service-room building, containing the dining-room, water-closets, etc., should be near the north end of the ward, connecting with it by means of a short corridor, thus leaving both ends of the ward free, and diminishing the risk of infection from the service-rooms.

IX. The pavilions should be distant not less than three times their height from each other and from all other buildings.

X. Unless the severity of the climate demands a closed cor-

ridor, the communication between the buildings should be by open walks, under a covered-way, with tramway-carriages for conveying food and patients to the wards. If corridors are used, the wards should be raised high enough to allow the corridors to be raised wholly above the ground, and have their tops serve as walks, on a level with the floor of the wards.

The corridor should connect with the service-rooms and not with the wards.

XI. The object in ventilation is to secure a *frequent and complete* change of the air in the wards.

For ventilating and heating one-story buildings, such as we have proposed, the simplest and most successful method is by means of open fires. Hot water as an auxiliary should be used in preference to steam or hot air.

XII. The number of beds in the hospital should be great enough to permit three or four beds in each ward to be always empty, and the number of wards should be sufficient to allow one in twelve to be vacated, and left open to the air and light for purification.

XIII. A lying-in service should never be carried on in connection with a general hospital.

We are not forgetful of the fact that the success of a hospital depends more upon its good management than upon the character of the building, but we are satisfied that even with good management, the majority of hospitals now in use cannot be made to give results that will equal those to be attained in a properly constructed hospital.

For the Committee,

W. GILL WYLIE, M. D.,

Chairman, pro tem.

ANNUAL REPORT
OF THE
COMMITTEE ON OUT-DOOR RELIEF.

To the State Charities Aid Association :

THE Committee on Out-Door Relief submit the following report, as the result of its labors since its organization on the 15th of April last.

Keeping in view the objects for which it was appointed—namely, the co-operation between officials and volunteers in the administration of out-door relief in this State, with a view to the reduction of pauperism and the advocacy of sound economical measures for the benefit of the poor, your Committee has endeavored, so far as the few months of its existence would allow, to follow out some of the branches of out-door relief.

It was, of course, necessary to obtain information from as wide an area as possible, and at the same time to bring into a clear, intelligible focus the facts connected with the present administration of out-door relief, and the experience gained by those who were in a position to judge of its effect. Accordingly, communications were addressed, during the summer, to a number of representative persons in different parts of this State and elsewhere, in order to ascertain whether any uniform mode of relief existed, and what the experience of its effects might be. The answers received showed that there was much diversity of practice in giving out-door relief, that the system in many places is calculated rather to foster than to check pauperism, and to develop the habit of relying upon others for those means of support which might otherwise be obtained by individual exertion, but that it would be desirable to watch more carefully the results of the present winter, and to make comparative statements by the aid of experience thus gained.

The general character of the information received, tends to

prove that wherever any out-door relief is administered, there should be frequent and thorough investigation, as well as accurate knowledge of the cases thus relieved, and that there should also be the most complete co-operation and interchange of information between all organizations engaged in the work of administering out-door relief and the civil authorities.

During the summer much valuable information will doubtless be obtained on this part of the subject.

In considering a paper submitted by the President of the Association, your Committee was strongly impressed with the desirableness of presenting its more prominent features in a summarized form for immediate circulation in the State. Accordingly the following synopsis was prepared and submitted to the Association, under the title of "Suggestions as to a Substitute for the present mode of Administering Official Out-door Relief."

These suggestions were approved by the Association, and adopted for general circulation.

"It will be generally admitted that the best way of helping people is by helping them to help themselves. But to carry out this plan it is desirable to deal with those who require assistance as individuals, or single families, and a certain minute knowledge of the circumstances of each case becomes necessary. Relief given in money, or kind, too frequently undermines the self-respect of the recipient, and, besides interfering with the laws which govern wages and labor, fosters a spirit of dependence as opposed to that of self-support. The knowledge required in such cases can scarcely be obtained by official visitors in crowded cities, or in widely extended districts, and when administered in ignorance of the circumstances must degenerate into mere indiscriminate almsgiving, than which nothing tends more to degrade the worthy, and to encourage imposture and vice. A system based on the following principles of action might be made to take the place of all official out-door relief in New York City, and perhaps, with some modification of the machinery, in other cities, towns, and villages.

"The city should be districted into small divisions, following, as far as possible, existing legal or recognized districts.

"A corps of volunteer visitors—men and women—should be organized for each district, a small number of families being allotted to each visitor.

"In each district a Central Head-quarters Office would be required, in a convenient situation, with one paid male official, who should be an experienced visitor among the poor. His duties would be, to have a knowledge and keep a record of all the work done in the district, to assist the visitors when required, to take their places in an emergency, and to be always on hand to answer questions and supply information.

"The visitors and officials would report weekly to a District Committee, composed of active working members only, meeting at the head-quarters office. Such committee would examine the report of each case and determine the amount of relief to be given, besides regulating the details of its own work.

"There should be one Central Committee, to which all District Committees would be responsible and all reports made, and on which each committee would be represented.

"This Central Committee or Council would determine the general principles by which the District Committee should be governed, and the proper mode of carrying out their special work.

"These suggestions may be summarized as embracing the following points:

"First—That visiting must be searching, frequent, and intelligent.

"Second—That relief, when given, should aim at the permanent improvement of those relieved and the development of their resources.

"Third—That the visitors should not dispense relief on their own responsibility.

"Fourth—That a centralized and co-operative system of relief, in which all societies and persons may take their part

“under direction, is essential for the complete development of the plan.

“The State Charities Aid Association believe that a system founded on these suggestions would be possible in this city that it would be in accordance with the wishes of the majority of private societies engaged in out-door relief among the poor; that it would allow more substantial and permanent assistance to be given to the worthy; while it recognizes the fact that there are many persons for whom the only hope of improvement is to be thrown on their own resources, and others for whom there is no resource but the work-house, the poor-house, or other public institution.”

In New York itself the subject of out-door relief, and of the co-operation of the city officials and volunteer agencies in its administration, has engaged much attention on the part of your committee and others.

Its importance will be at once recognized by all who are aware of the enormous amount of money expended annually in this manner, and of the large number of organized societies and of individuals who are more or less directly concerned in it. In fact, it may be safely asserted that any system for dealing with this question, which could be elaborated and tested here on sound and economical principles, would be speedily imitated in other parts of the country. The ignorance which has prevailed upon the subject, and the difficulty of obtaining reliable facts as a basis for future operations, have added largely to the confusion which exists, and to the multiplication of those evils which are now so generally deplored.

A few facts may be given by way of explaining the position of affairs in this city.

New York, with its population of about one million, is divided into 24 wards, of very unequal area and numerical importance. The official administration of Charities is conducted from a center on the east side—Third Avenue, corner of Eleventh street—and the charitable organization of the city consists of 13 Districts, for each of which, in previous years, a separate paid visitor has been appointed. This year the com-

missioners determined to employ no such visitors, and to issue no relief in money or groceries, but to confine their operations to the distribution of some 4,000 tons of coal among the deserving poor, and to the payment of the cost of removing paupers and others, not belonging to the city, to their proper places of settlement.

The charitable societies of New York, as represented by the Board of United Charities, including about 35 of those more or less engaged in out-door relief among the poor, undertook to form volunteer Local Committees in each of the 13 districts, to superintend and check the distribution of the city relief. In this way the first step has been taken for combining the action of the societies, and for securing harmonious effort in the difficult and expensive task of visiting and investigating the different cases of distress at their own homes, and of referring them to their proper sources of relief. By this interchange of information and mutual co-operation it is believed that permanent benefit will be attained, and a system inaugurated which will secure a wise and intelligent administration of the funds intended for the relief of the poor, whether from public or private sources.

Your committee, however, feel that much more is required to be done in this direction. The subject should not be allowed to stop here: and it may be hoped that the Joint Committee appointed by the Board of United Charities and your Association to confer as to the best and most comprehensive mode of organizing a general system of charitable work, will contribute to an early solution of this vexed question.

The principles of the plan submitted for consideration are contained under the following headings:

1st—The establishment of a Central Board, upon which shall be representatives of the principal charitable organizations of the city, among others, of the State Charities Aid Association, the Commissioners of Charities and Correction, and the New York members of the State Board of Charities.

2d—The appointment by the Central Board of committees for

districts of appropriate size, working in co-operation with the official visitors of the city, and volunteer corps of visitors.

The effect of out-door relief, as administered by the authorities of the city of New York, upon the increase of pauperism, has been carefully considered by your committee, and the result given in the form of a report, which has been adopted by the Association, and is now in circulation as an extract from the Ninth Annual Report of the State Board of Charities.*

With respect to the city of Brooklyn and the administration of official relief there and in other cities of the State, some useful information has been obtained; and it is hoped that a special report will soon be presented on the subject.

But it is well to repeat here the firm conviction of your committee that the necessity and desirability of official out-door relief has yet to be proved. Its non-existence in a community is a healthy sign; and its exercise, if allowed at all, should be limited to certain cases, and administered intelligently and systematically, but always without *the slightest consideration of a political or sectarian character*. One of the principal difficulties in a year of wide-spread distress is, how to deal with the unemployed poor—how to test the sincerity of those who claim assistance on the ground of the impossibility of finding work, and who have lost their means of support through no fault of their own. A Sub-Committee was appointed to consider this part of the subject, which seems to fall properly within the province of your committee, and it has presented, as its first report, the following paper, which, from its valuable suggestions, claims a place here.

REPORT OF THE SUB-COMMITTEE ON EMPLOYMENT, OCTOBER 20TH, 1875.

“Your Sub-Committee have considered the general principles involved in the question of giving aid by employment, and, as a foundation for all their subsequent thought, they

* See Appendix, F.

“adopted the following resolution of the “Charity Organization Society” of London :

“That work should be treated as the best form of relief, but only accorded, as in other cases, after the fullest investigation into the circumstances of the applicant.

“They were also fully persuaded that the State should furnish no work outside of its institutions, and that the work supplied by private effort should be both disagreeable and underpaid, because, if it is either more easy than labor in general, or if the regular rate of wages be paid, the evil for which a remedy is sought will inevitably be increased, since not only will the poor already on the spot be detained where they are obliged to look to others for the means of earning their living, but laborers will be attracted from other places to swell the crowd of superfluous workers.

“The employment given to married women in the seasons when their husbands are out of work, though such a popular form of charity, undoubtedly often creates and fosters a bad state of things. The women support the family, while the men lounge away their time, frequently acquiring incurable habits of idleness and vice. If employment must be artificially provided it should, by all means, be supplied to the men. Stone-breaking requires no skill, the material cannot be spoiled or stolen, and it is as good a poverty-test as any—a man who is really in need of aid will be ready to break stone at wages below the usual market rates, or if he is not, the poor-house is open to him, where he should be kept at constant hard labor.

“To supply any labor, however, is simply a mitigation of the evil. Poverty, where it is not the result of vice, arises from the fact that in certain places there are more people than are needed: if, for some people, there is ‘no work,’ it is because the work of the community can be well done without them; they are not required, and if they live at all, they must live on the proceeds of the labor of others.

“If we wish to diminish poverty, our first endeavor should be to convert these idle men and women, these ‘unproductive

“consumers,” into work-people, and the only natural and effective way to do this, is to find out where they are needed, and to help them to reach that place. There are, in this country, whole States whose prosperity is retarded because they need workers; where there is work to be done and no one to do it.

“The accompanying letter from Mr. C. L. Brace, of *The Children's Aid Society*, gives his opinion of the plan of transporting work-people to the West and South:

‘I have great confidence that a judicious scheme for transporting honest and industrious poor people who are in destitution in this city, to places of work in the West and South, would accomplish a vast amount of good.

‘It would relieve poverty in the best way, by enabling persons to take care of themselves. It employs the great economic advantages of this country—its abundance of arable land, and the almost unlimited demand for farm labor—in relieving the distress of the city's working class.

‘The poor, thus assisted, would not return on our hands, and, above all, would not be pauperized. Twenty or twenty-five dollars, spent in this way, would put a laboring man where work is plenty—and the money thus spent in charity will never be given again to the recipient.

‘The difficulties are two-fold. At this end, you would be liable to be deceived by the persons who apply for assistance; you may be sending lazy and dissolute people, or those who have means to transport themselves. At the other end of the route, you are in danger of arousing the prejudice of the farmers against the whole movement, if shiftless and idle people are sent. The thing can be done, however, judiciously and successfully, as we have demonstrated during the past two winters, in sending off destitute families to the West and South.

‘It should be remembered, however, that such a charity would not reach widows with small children, or the sick and disabled of any class, who cannot work in the ground.

‘C. L. BRACE,

‘*Secretary.*’

“Should all the societies that give out-door relief in New York city unite to establish a labor bureau, with responsible correspondents in all the principal cities and towns of the South and West, through whom they could obtain a constant and accurate account of the labor market in those sections, they would find themselves in a position to offer work in steadof alms, and to refuse to give any other help; for should they continue to support persons who refuse to support themselves, they would incur a grave responsibility.

“There are, of course, a very large number of the poor who do not wish to work, but intend to live on charity, and these should be dealt with sternly, and allowed to suffer some of the consequences that God has attached as penalties to improvidence and vice; they should not be shielded from the natural results of their own conduct—such charity is not a duty, but a sin.

“The various societies would have ample scope for their exertions in investigating cases, preparing individuals and families for migration, caring for the sick and disabled, etc.

“Your Sub-Committee suggest that some such plan as the above should, when thoroughly matured, be presented to the Board of United Charities, in the hope that that body will adopt and carry it out.”

It may be well to state that plans for moving superfluous labor to places where it is required have been tried on different occasions with varying success, and the experience thus gained should be made use of to avoid those causes which in some cases have led to failure. A meeting of persons interested in the matter was held soon after the date of this report, and it was thought desirable for this winter to develop the work through the agency of *The Children's Aid Society* by private exertions, rather than to give a public character to the movement.

Other branches of the subject of out-door relief have not been neglected. Papers have been read and discussed on

model lodging and tenement houses in this and other cities, and on the mode of providing homes for working people.

The difficulties caused by the high price of building land in New York, and the question of accessibility, sanitary arrangements, etc., make it evident that this subject must be considered from two points of view: one, as applying distinctively to New York; the other, to cities where these conditions are more favorable. Your committee will not fail to communicate to the Association all such information as may come into its possession. It seems disgraceful that the home accommodation of working men, with all its expensiveness, should present so little of comfort and domestic happiness; and that, in this respect, other towns are proved to be greatly in advance of New York.

Besides this it must be remembered that in New York and Brooklyn there exist a large number of persons who have no domiciles of their own, and who frequent these cities especially during the winter. Investigations have been made in this direction, and are still being prosecuted.

Statistics show that at the 29 station-houses in this city, 25,972 lodgings were given during the month of January, an average of 838 per night; of which 6,813, or 220 per night, were given to women. By far the largest number of these lodgers are "Revolvers"—persons who are well known to the police, and who spend the winter by passing from one station-house to another and by begging during the day. They represent probably somewhat less than a thousand individuals of the very lowest stratum of our poor population.

A report, it is hoped, will be soon presented on this subject, and on the kindred one of cheap or free lodging-houses.

In conclusion, your committee would say that the cognate questions of the encouragement of habits of thrift and providence, of cleanliness and temperance, have not escaped its notice as bearing on the subject of out-door relief. The active causes which bring ruin, disease, and poverty among the population of this city, are also included in the object of checking pauperism, no less than those which, by encouraging self-reliance and

self-support, prevent the necessity of applying for help to strangers and officials. It is by investigating the sources of distress—by personal contact with the habits and daily life of the poor, by ascertaining the character, objects, and extent of the various agencies intended to help them, and by united action and co-operation among those engaged in this good work, that an effective check can be put upon the deteriorating influences in operation in this community. On the other hand, a careful study of the methods of relieving and diminishing poverty which have proved most successful in other places and other countries, will act as a check on any plausible empirical attempt to solve a most difficult question.

For the Committee,

HENRY E. PELLEW,
Chairman.

ANNUAL REPORT
OF
COMMITTEE ON LIBRARY.

To the State Charities Aid Association :

The work of the Committee on Library as defined by the Constitution, viz: 1st. To collect such books and pamphlets as may contain valuable information upon the subjects connected with the objects and work of the Association, and to catalogue the same; 2d, to adopt a system of checks and record by which books may safely be made available to the members—has made good progress during the year. But your committee has thought it wise to go a little beyond the letter of its instructions, and to enlarge its catalogue by recording the titles not only of books owned by the Association, but of books known to have been recently published, or accessible in other libraries, and recognized as authorities on topics kindred to our work.

To collect a really valuable library of our own, without any fund from which to make purchases, is slow, steady work. To

prepare a good reference catalogue which may render available the treasures of wisdom there may be in the public libraries of New York, or in the private collections of students and experts—under proper restrictions—is a comparatively prompt and easy matter. We have such a catalogue of one hundred and fifty titles in many more volumes, and the list grows daily. Thus, besides our own, we have really a loan library, the books of which—unlike the property of loan exhibitors usually—remain on the shelves of the owners till called for, only the titles being recorded at the rooms of the Association. The committee invites donations not only of books, but of titles, being grateful whenever its attention is called to any valuable work wherever published ; still more grateful when the use of books is permitted by those who own them.

The bibliography of pauperism we found to be immense when we began to look into it, and of very old date. The Scripture phrase is proved true in many ways—"The poor ye have with you always." Among the earliest books printed were dissertations in Latin, "Against Mendicity and in favor of a new mode of Poor Relief," printed at Antwerp and London. Your committee has record, probably by no means complete, of six hundred books and reports, in all the languages of Europe, published between 1530 and 1850 only, perhaps not fifty of which could be found in this newer and happier country ; while more recent works are countless in number and increasingly diversified in scope, ranging from Herbert Spencer's Philosophy to Florence Nightingale's Notes on Nursing. Taking hospitals by themselves, we gain an idea of their voluminous literature in the fifteen hundred titles of books on subjects relating to hospital construction and hygiene, collected in the Army Medical Bureau at Washington.

Your committee has further established a series of scrap-books, representing each of the standing committees, on Children, Out-door Relief, etc., for the preservation of newspaper and magazine scraps, extracts from printed reports, and local and legislative printed items that may be useful for reference. They also propose to prepare in readable shape for our mem-

bers, say by use of the type-writer, copies of reports made by sub-committees of the Association, some of them of permanent value, full of practical information and suggestions—but now pigeon-holed and unreadable, being only in manuscript.

A list of the donations of books and pamphlets received by the Association, during the year, will be found in the Appendix.*

Your Committee would suggest that the trustees of the Astor Library be respectfully requested to devote a portion of the recent addition to their funds to the purchase of standard works upon organized benevolence.

For the Committee,

A. H. WOOLSEY, *Chairman.*

ANNUAL REPORT
OF
COMMITTEE ON FINANCE.

To the State Charities Aid Association :

The Finance Committee refer to the receipts in the Report of the Treasurer as representing the results of the work of the committee for the nine months ending Dec. 31st, 1875.

The committee hope eventually to secure the entire income required by the Association (about \$5,000) in the form of annual subscriptions of \$5 and \$10. These at present amount to about \$2,600.†

The Association has lately adopted the calendar year as its fiscal year, and consequently the acknowledgments for 1876 will not appear until the next Annual Report is issued.

In concluding, your committee would acknowledge the assistance it has received from other members of the Association, as also the generous response by the public to its appeals.

For the Committee,

F. A. STOUT, *Chairman.*

* Appendix, G.

† Subscriptions and donations should be sent to Mr. John Crosby Brown, Treasurer, 52 East 20th Street.

TREASURER'S REPORT,

From March 23d to December 31st, 1875.

STATE CHARITIES AID ASSOCIATION

*In Account with*JOHN CROSBY BROWN, *Treasurer.*

CR.

March 23.—By Balance per account.....	\$72 17
“ Sundry Donations.....	1,786 00
“ “ Subscriptions.....	1,668 00
“ Sale of “Homes of the London Poor”.....	35 50
	<u>\$3,561 67</u>

DR.

1875.	
To Printing, Stationery, etc.....	\$736 09
“ Rent.....	750 00
“ Salaries.....	750 00
“ Office Expenses.....	200 00
“ Balance.....	1,125 58
	<u>\$3,561 67</u>
December 31—By Balance.....	\$1,125 58

E. & O. E.

New York, December 31st, 1875.

JOHN CROSBY BROWN, *Treas.*

Examined and found correct.

CHAS. D. DICKEY,

JAS. M. BROWN.

The receipts and disbursements embraced in this statement are smaller in amount than usual, owing to the fact that the account covers a period of but nine months, being closed on 31st December instead of in March, as formerly.

EXTRACTS FROM THE
ANNUAL REPORTS OF VISITING COMMITTEES.

VISITING COMMITTEE FOR CAYUGA COUNTY,

ORGANIZED MARCH 31ST, 1874,

Report the public institutions of the county in excellent condition.

The Martha Washington Society has continued its efficient work of out-door relief in connection with the committee.

There are sixty-four children in the "Cayuga Asylum for Destitute Children," all in good health. The day school in this asylum is under the charge of the city Board of Education. When not at school, the older children are employed in sewing and housework.

Children are from time to time placed in homes, and letters have been received from many of these referring with gratitude to the treatment they received while in the asylum, and with pleasure to their new homes.

VISITING COMMITTEE FOR CHENANGO COUNTY,

ORGANIZED JUNE 11TH, 1874.

No report received since March 1, 1875.

VISITING COMMITTEE FOR DELAWARE COUNTY,

ORGANIZED APRIL 13TH, 1874,

Report regular monthly visiting during the past year. The poor-house is in a good condition. There are forty inmates ; no children and no insane persons. During the summer there were no able-bodied paupers, but a few have come in this winter. The number of tramps is small : those seeking

aid for one night, are cared for in the village at a cost of from \$1.00 to \$1.50: those applying for a longer period are kept at the poor-house at a cost of \$2.25 per week. The daughter of the keeper has been attempting, with considerable success, to teach some of the inmates to read. Books and papers have been distributed to the sick. The committee have not attempted out-door relief work.

VISITING COMMITTEE FOR JEFFERSON COUNTY,

ORGANIZED APRIL 29TH, 1873,

Report that the poor-house remains in excellent condition and under admirable management. As reported last year, a sick ward is, however, very much needed. The committee have succeeded in effecting many reforms in the Orphan Asylum: a new and capable matron has been appointed, and the children are now for the first time employed in housework and gardening, with great success. Out-door work has not yet been undertaken.

VISITING COMMITTEE FOR KINGS COUNTY,

ORGANIZED OCTOBER 14TH, 1873.

Until recently the county kept at Flatbush a hideous training-school of vice, euphoniously called a "Nursery;" and there were congregated in those crowded wards more than four hundred children, in ages varying from two to sixteen years, "with no outlook for either boys or girls but one of degradation." The investigation made during the year past by Mr. Letchworth, and presented by him to the public through his report to "The State Board of Charities," has demonstrated that it was fully time for such a thoroughly organized inspection. The visitors to the Kings County Nursery from this committee are only too well aware of the permanent injury sustained by children who are kept for any length of time under the debasing influences of idleness and pauperism; and though now the Nursery is in effect abolished, and the children are distributed into the various charitable institutions, still

they feel the importance of entering their protest against institutional life for the young. However well-managed these institutions may be, the training which such children would receive in the plainest family is far more natural, and consequently more wholesome in its influence. They learn nothing of individual responsibility where everything is furnished for them, and statistics have shown how perfectly unfitted such persons are to assist in the regular work of a family after having spent a few years in such institutions. The committee again express their regret that they were not allowed to find family homes for the orphans and friendless ones.

The Infant Ward having been destroyed by fire, the infants now occupy comfortable quarters in the old Nursery.

The management of the Hospital Wards for Women has been such as to meet with the oft-repeated approval of this committee. Good ventilation, neatness, and order are secured.

The Hospital Wards for Men are insufficiently heated. There is *great need* of trained nurses in all the Hospital Wards; through them much unnecessary suffering might be saved. The want of classification of diseases is a great evil. The Visitors have been faithful, and though there is still need of patient waiting, they have seen some changes for the better and can hope on. The kindness and courtesy extended to them by the Medical Superintendent have always been appreciated, and have done much towards making their visits profitable and pleasant.

The Alms-house for women has been improved by the introduction of water, and the employment of many inmates formerly idle.

The Alms-house for men, during the inclement season of the year, had about 400 inmates. Many changes and improvements have been effected here. Useful reading matter has been constantly supplied by the visitors, and seems to be thoroughly appreciated. The number of able-bodied paupers supported in the Alms-house in perfect idleness is very large.

The Visitors for the Lunatic Asylum have had many obsta-

cles thrown in the way of doing their work, and much to discourage them. The new Superintendent was installed in the Kings County Lunatic Asylum without having had any experience in the care of the insane. He had no sympathy with the committee of ladies. He objected to a suggestion to provide occupation for some of the idle patients, which it was believed would exert a curative influence.

The Matron is unsympathetic, unkind, and unreliable, rarely visiting the sick or disheartened, to comfort or to ascertain their needs, and thereby to instruct the nurses in their duties. Young mothers who become temporarily insane, and need especial watching and tender care, are left in the charge of nurses who chance to be in the hall. While the committee are glad to bear testimony to the kindness and fidelity of some of the nurses, they are compelled to say there are others unqualified by their age and disposition for the service required. Some are quite too young to exert any controlling influence over the patients.

If reasonable regard for fitness were had in the selection of nurses, there would be much less occasion for the use of the camisole, and a more humane use of it, when necessary. Recovered patients have told us the camisole has often been put on so tight that it was painful to breathe, and impossible to turn over; and if the bed-clothes fell off, they were cold till morning, as no one ever visited their room at night.

That there is no provision for night-watching must be regarded as inexcusable in the management of the Asylum.

Ventilation bad, as it must always be, when left to the judgment of the ignorant.

As Dr. Ordronaux, State Commissioner in Lunacy, has, in compliance with a request from the Mayor and the desire of the people, made a thorough investigation into the management of the Asylum, and the treatment of the patients, and has recommended to the Legislature a radical change in the manner of selecting the Commissioners of the Kings County Charities, the committee hope his recommendation may be adopted, and that the first fruits of a new administration may

be a reform in the affairs of the Lunatic Asylum of Kings County.*

VISITING COMMITTEE FOR LIVINGSTON COUNTY,

ORGANIZED FEBRUARY 10th, 1876,

The Poor-house has been regularly visited since the Spring of 1875, by an associate member. The buildings are of brick and nearly new. The farm of one hundred and fifty acres is all under cultivation. In December last, there were one hundred and twenty inmates, of whom eighteen were children. Many of these last have been sent to homes in families; the remainder, who were over four years of age, were placed in the asylum at Rochester, on the 1st of January.

Every accommodation is made for the sick, and the aged are kindly cared for. Papers and books are distributed and are eagerly looked for.

A new Visiting Committee has been formed by the Associate Member.

VISITING COMMITTEE FOR MONROE COUNTY,

ORGANIZED OCTOBER 3rd, 1873.

Report that the few visitors to the Alms-house have been gratified in finding the building in good order, with proper provision for the inmates, whether permanent or transient. In the Winter there are about 350 persons accommodated, the majority being males. The gifts of reading matter and delicacies for the sick have been received with gratitude. No report from the committee on able-bodied paupers.

The committee on children report for the year 1875, that owing to the removal of children from the alms-house to the various orphan asylums, and the impression entertained by some that any action of the committee which should assume visitorial powers in regard to these asylums would be regarded as ill-advised and improper, the committee have only undertaken to exercise their duties with regard to the Truant House. In that institution, the year 1875 opened with a new superintendent, matron, and teacher, and with sixty-three

* See "Third Annual Report of the State Commissioner in Lunacy."

children. Subsequently another change in the matron and teacher was made, and the number of children increased so that the part of the house appropriated to their use was inadequate for their proper comfort. The committee sought to have a larger portion of the house allotted to them, and to have various other matters changed and improved, so as to be more conducive to their health, comfort, and elevation, and the committee were, by the courtesy of the Board of Managers, permitted to appear before them and make such suggestions as seemed to them judicious, and, what is more to the purpose, the board and superintendent have to a good extent acted upon their suggestions. More of the house has been appropriated to the use of the children, the beds and other matters requisite to health in the sleeping department are provided for, as are also the conveniencies for washing and bathing, and the children have been supplied with knives and forks. There is, on the whole, a manifest improvement in the institution which they are glad to notice and commend ; and the committee have good hope that other improvements will follow, having an educating and refining influence upon the children. How this is to be accomplished is a question that the philanthropic throughout the country are all seeking to learn. A single suggestion perhaps may aid, and it is this : That in proportion as the children in institutions are defective in moral perception, habits, and intelligence, in just that proportion should those having charge of them be superior, judicious, and well-qualified.

If the children of our best home surroundings and influences require that great care should be paid to the selection of their schools and teachers, much more is it necessary that great care should be paid to the selection of those who are to take charge of the childhood of the class in question, if we really mean to improve and elevate them.

According to the report of the superintendent, there are, at present, in the Truant-house 93 inmates—72 boys and 21 girls. Protestants 54, Catholics 39. American birth 57, foreign 36. Average age, nine years.

It is proper here to say that it is in a great measure due to the perseverance and persistent efforts of the chairman of this committee that many important changes affecting the moral and physical welfare of the children in the institution, have been made.'

The report from the hospital committee is very brief. Their statements relating to the insane asylum mention amendments in several particulars, especially those regarding the table arrangements and ventilation, but make suggestions of further separation of convalescent patients from those subject to only occasional attacks of insanity; and the providing of pictures and other objects of interest for those who, shut out from the ministries of nature, are beneficially affected by objects designed to divert and soothe minds which, though disordered, are still human.

The committee on out-door relief say, one fact has been prominent to visitors, that perhaps the greatest evil to be opposed, and the one which is the cause of all the misfortune that has brought to their present condition the majority of the inmates of the alms-houses, jails, and out-door poor, is intemperance. The tramp nuisance has become a national infiction, and we are glad to see there is a prospect of legislation being brought to bear upon it in this State, as elsewhere, and hope the rule given by St. Paul that, "If a man will not work, neither shall he eat," will be faithfully enforced with regard to these vagrants, for their own benefit, as well as for the sake of communities upon whom they prey.

VISITING COMMITTEES FOR NEW YORK COUNTY,

I. VISITING COMMITTEE FOR BELLEVUE AND OTHER PUBLIC HOSPITALS.

ORGANIZED JANUARY 26TH, 1872,

Report that while some important reforms have been effected during the past four years in the hospitals, especially in respect to nursing, cleanliness, and ventilation, many defects and abuses remain, or are temporarily remedied only to appear again on the first occasion. In general, the wards are clean

and orderly, the officials attentive and well disposed. The defects alluded to are principally chargeable to a poor system of administration, and to a low ideal of the ends to be attained.

The work of the committee forces its members to criticize, often unfavorably, the management of the Board of Charities and Correction ; and they are happy to bear testimony to the courtesy they have received from its members, when applying to them to rectify abuses ; while they fully appreciate the difficulties which years of past mismanagement have put in the way of their efforts at reform.

The report considers the hospitals separately, Bellevue coming first in order. The great fault at Bellevue is said to be a deficiency of supplies of all kinds. The breakfasts are poor, the special diet variable and insufficient, the stock of house linen and clothing inadequate, and there is at times an entire lack of soap. In the winter months the supply of food was especially scanty, and in December, there was a scarcity of the very necessities of life. Indeed, the committee states that this is always the case in December, owing to the fact that the appropriation must be made to last till the first of January, and that there will be no remedy until the present hand-to-mouth methods are abandoned. The stock of surgical instruments is very poor. The hospital owns only two portable bath-tubs. The heating and ventilating apparatus have been improved during the year, but are not what they should be. The cellars beneath the wards are wholly unventilated, and are the source of damp and noisome atmospheres. The cells for noisy and lunatic patients are damp and cold and poorly furnished. In the opinion of the committee, patients are seriously injured by confinement in them. The hospital nursing in the nine wards under the charge of the Training School is highly commended. The report speaks highly of the work of the Helping Hand Society among the "ten days" women, helpers from Blackwell's Island, who do the menial work. The women are instructed in cutting and making garments, which, when finished, belong to themselves. They are also subject to religious influence.

The wants at Charity Hospital are stated in the report to be even more pressing than at Bellevue. There is a scarcity of food, clothing, and linen, surgical instruments, and all manner of hospital appliances. There is not enough clothing and linen to insure cleanliness, and though an appeal to the authorities has generally produced temporary supplies, the report alleges that there is no system. The committee also alleges that the hospital is subject to overcrowding. For example, in February 1875, there were in Ward No. 9, forty-one patients and thirty-four beds. In March, five patients were put on two beds in Ward No. 5, and in Ward No. 8 there were fourteen more patients than beds; Ward No. 2 has usually from seven to nine more men than beds. This state of things is continued throughout the year. The ventilation is considered defective, although a new apparatus has been provided at a great expense. The trouble consists in taking the air from the cellar, which is always close and sometimes foul.

And here it should be said that in making these criticisms the committee do not intend to cast any imputation upon the chief of staff, who has labored hard, under many disadvantages, to bring the hospital to its present improved condition. It is the wretched system arising from the present practice of political appointments, which they desire to see abandoned.

The nurses of the Training School, established by the Commissioners of Charities, have almost entire charge of the hospital, and the committee speaks very highly of their work. It does not, however, pronounce the work perfect. It is the lack of a trained female superintendent that the committee considers the defect of the school at Charity Hospital.

The committee commends the arrangement for the cure of epileptic and paralytic women. The pavilion is clean and comfortable, and the fifty-seven patients have everything done for them that could be asked. On the contrary, the men suffering under similar diseases are said to be huddled into a pavilion so small, that there is only room between the beds for a single wooden bench. The report says: "Your committee knows no sadder spectacle within the city limits than this helpless

group of the city's poor," and alleges that the condition is altogether unnecessary and disgraceful.* The Hospital for Incurables, consisting of two pavilions, is reported in good condition. The chief need is for a good nurse in the women's ward to replace a semi-paralytic who is unable to efficiently discharge the duties of her office.

The convalescent Hospital is severely criticised. The fifty or sixty patients, many of them helpless and aged cripples, some of whom are unable to feed themselves, are not even decently clad. The corps of nurses is insufficient, and in cold weather, it is impossible to keep the hospital warm. Most of the patients, in the opinion of the committee, should be in alms-houses and not in hospitals.

The old engine house, known as the Park Reception Hospital, having last March been pronounced unsafe by the Inspector of Public Buildings, was finally closed in October.

The Governors of New York City Hospital, about the 1st of July, opened the "New York Hospital House of Relief," at 160 Chambers Street. This seems to be as well managed as is possible in a building not originally intended for a hospital; but it is not large enough for any great emergency, and another reception hospital for the eastern and lower side of the town, is urgently required.

The conclusion to which the Committee is brought by its experience in the hospitals is, that while the utmost parsimony is practised in the kind and amount of material provision supplied, the discipline is so lax that the responsibility for any deficiency is hard to fix. If, instead of keeping all supplies at the lowest ebb, those in authority would furnish them according to certain fixed and published rules; and not only *place* the responsibility, but *enforce* it in the proper quarters, exacting a high standard of cleanliness and order from patients and employees alike, it would, as they believe,

* Since this Report was printed, the Commissioners have, at the suggestion of the committee, greatly improved the condition of the pavilion for men.

prove economical in the end by checking waste and theft; and it would also infinitely raise the moral tone of the institutions, and tend to teach and reform their ignorant and often degraded inmates.

The "Training School for Nurses," established by this Committee, is carrying on its work with great efficiency and success.

The School was opened May, 1873, at Bellevue Hospital, with six pupils. It has now forty pupils, mostly of English and American parentage, all women of good character and intelligence.

Applications for admission are constantly received.

The School is under the control of a lady superintendent, who has had twelve years' training in English hospitals, and whose recent appointment (wholly unsolicited) as Matron of Bellevue, shows her qualifications for the post.

The pupils are now entrusted with the entire nursing in ten wards of that hospital, containing 160 beds, and have had, during the last two years, the care of over 3,000 patients, male and female.

Hospital training, in the fullest sense of the word, "means careful discipline and drill, order, cleanliness, method, trustworthiness, and an obedience so absolute and intelligent, that a physician, though absent, can as fully depend upon his orders being obeyed by the nurse, as if he were present." This is the standard aimed at, and, it is believed, attained by this school.

During its brief existence of two years and a half, the New York Training School has furnished in New York City, a matron to the Roosevelt Hospital; in Brooklyn, a matron to the Maternity Hospital; in Boston, a superintendent to the Boston Training School; and is about to send to Georgia, to Arkansas, and to other Southern States, properly qualified persons for similar responsible situations. Interest in this most important work has been aroused, and from all quarters of the country information, looking to establishment of like schools, is sought from this, the parent institution.

Within the past year, the School has also sent trained nurses to more than sixty private families.

The following extract from a communication to the Board of Apportionment, Nov. 15th, 1875, will show the estimation in which the Training School for Nurses is held by the Medical Board of Bellevue Hospital :

"Our official duties have qualified us to speak from personal knowledge as to the great necessity for such a school, to secure competent and responsible nursing of the sick in our city hospitals, without which the best medical and surgical aid may be rendered valueless. The usefulness of the institution is, however, not confined to our public hospitals, as we all know that it is often a matter of extreme difficulty to obtain the services of a trained, trustworthy, and experienced nurse. This is a want that may be felt by many residents of the city in case of sickness, and it is the aim of this school to aid in overcoming the difficulty." *

A. CLARK, President of Medical Board.

JAS. R. WOOD, M. D.,
WM. F. LUSK, M. D.,
J. M. S. GOULEY, M. D.,
LEWIS A. SAYRE, M. D.,
A. LOOMIS, M. D.,
W. H. THOMPSON, M. D.,
STEPHEN SMITH, M. D.,
A. B. CROSBY, M. D.,
FORDYCE BARKER, M. D.,
T. M. MARKOE, M. D.,
HY. F. WALKER, M. D.,

ALEX. B. MOTT, M. D.,
E. G. JANEWAY, M. D.,
C. A. BUDD, M. D.,
H. B. SANDS, M. D.,
AUSTIN FLINT, M. D.,
FRANCIS DELAFIELD, M. D.,
W. M. POLK, M. D.,
ERSKINE MASON, M. D.,
J. P. P. WHITE, M. D.,
A. JACOBI, M. D.,
F. H. HAMILTON, M. D.,

We heartily subscribe to the above :

W. H. VAN BUREN, M. D.,
C. R. AGNEW, M. D.,
JOHN H. HINTON, M. D.,
THEODORE G. THOMAS, M. D.,
E. R. PEASLEE, M. D.,

J. MARION SIMS, M. D.,
F. L. SATTERLEE, M. D.,
ANDREW SMITH, M. D.,
GOUVERNEUR M. SMITH, M. D.,
JOHN O. STONE, M. D.

II. THE NEW YORK VISITING COMMITTEE FOR CHILDREN'S INSTITUTIONS ON RANDALL'S ISLAND,

ORGANIZED FEBRUARY, 1873,

Report, that during the past year the number of children on the Island averaged, as usual, 1100 until the passage of the law

* For further interesting details, see Annual Reports of Bellevue and Training School Committees, printed Feb. 1876.

of April, 1875. After that time, children were removed by parents and friends, homes were sought in private families for as many as possible, and those remaining January 1st, were distributed by the Commissioners into private institutions according to their various religious beliefs.

Seventy-nine of those, formerly considered well enough to be in the nursery, were rejected by the agents of the private institutions, as being of unsound mind or body, and were consequently placed in the nursery hospitals, increasing the ordinary average of 170 to 249.*

The former evils continue of want of classification of diseases, imperfect laundry work, unsuitable position, and pauper attendance.

During the summer the new pavilion for the idiots was completed and occupied, and more thorough quarantine arrangements made.

A Protestant Sunday-school was established by the committee, consisting of a superintendent, twenty teachers and an average of 100 scholars, including a class of adult women, and the services were attended with much interest.

III. SECOND ANNUAL REPORT OF THE COMMITTEE ON BOOKS AND NEWSPAPERS.

The work of this committee being a uniform one, the result of this year is very much the same as that of the last.

Both branches of its work have, however, been somewhat extended.

In addition to the boxes for newspapers which stand at the 42nd St. and 30th St. R. R. Stations, others have been placed at the ferries at the foot of Chambers St., Courtlandt St., and Barclay St., while the Union Ferry Co. have themselves had boxes put up at the Wall St., and the Fulton Ferries.

Owing to this increase of the work, a second boy has been engaged to aid in collecting the newspapers, and they are

* See Appendix, D. About 530 children have been removed from Randall's Island under the new law.

distributed daily at Bellevue and at Charity Hospitals and twice a week are sent to Ward's and Hart's Islands.

The second branch of its work is that of receiving and distributing books and magazines. This also has increased during the past year ; the public has most generously responded to the various appeals, and 103 packages have been sent away since the last Annual Report was made. The names of the donors are rarely known, and even if they were, it would be almost impossible to keep a record of them, they are so numerous.

These packages are sent to a great variety of charitable institutions, but the committee are at no expense for their delivery, as Dodd's Express Co. most generously carries all parcels in the city without charge, and the American Express Co. does the same gratuitous service within the limits of the State.

In response to a request made by the late Mrs. Alfred Pell, just before her death, the work of this committee has recently been put upon a permanent basis, in connection with the State Charities Aid Association. Mrs. Pell originated the work and directed it, until obliged by ill health to leave New York. She died in Paris, February 19th, 1875. A memorial fund of five thousand dollars, the income of which is more than sufficient to cover the annual expenses of the work, has been placed in the hands of Trustees for this purpose by Mrs. Pell's family and friends. The Trust Deed provides that the work shall always be connected with the State Charities Aid Association. The name of the fund is the *Gertrude E. Pell Memorial Fund*.

VISITING COMMITTEE FOR ONONDAGA COUNTY,

ORGANIZED FEBRUARY 21ST, 1874,

Report the public institutions in excellent condition. A new hospital for the sick poor has been built. Co-operation between the various active charitable societies engaged in out-door relief work at Syracuse, is very desirable. The two paid officials employed to investigate cases of applicants for

public relief have reduced the amount given in one year from \$120,000 to \$60,000.

The children are all placed in the Onondaga County Orphan Asylum, the county paying for their partial support less than the cost of keeping them in the poor-house. There are 156 inmates, 21 of whom are from adjoining counties placed in this asylum under the new law. One-third of the number are Americans. The children perform services fitted to their capacity. The school at the asylum ranks below the city schools in branches requiring thought and study, but excels them in drawing, penmanship, and music.

The health of the children is remarkably good.

In spite of the careful management of this institution, the committee say: "After a careful observation of many years, we think it is a great mistake to congregate a large number of children in one building, using a common dormitory or in any way bringing together susceptible impressionable children. The State works wisely for itself in removing the young from the pernicious influence of its poor-houses, but it would be a more far-reaching wisdom if, instead of erecting costly buildings and gathering children in by fifties, they could be scattered in homes where they would be subject to personal influence."

VISITING COMMITTEE FOR ORANGE COUNTY (GOSHEN),
ORGANIZED MAY, 1874,

Report that the plan for the improved ventilation of the poor-house building presented by them has been adopted. Under the efficient superintendent the inmates are well cared for and kept constantly employed. The new building for the insane is nearly completed. No appropriation having been made last fall for the relief of tramps, this class has decreased ten per cent.

VISITING COMMITTEE FOR ORANGE COUNTY (NEWBURGH),
ORGANIZED DECEMBER 18TH, 1873,

Report regular visiting at the poor-house and many beneficial changes. In October 1875, resolutions were sent to the Com-

missioners requesting that more effectual means should be taken to separate the men and women, who from their apartments could converse freely. This separation has now been accomplished by the removal of all the men to the wing, leaving the main building entirely to the women.

New arrangements have also been made by which one large room is set apart for women with children, and smaller ones for contagious diseases.

There are now fifty-seven inmates of the poor-house; a decided decrease in number, from former years, which may be accounted for by the fact that more work is required of the able-bodied.

All of the children over three have been removed and most of the remaining inmates are old and infirm.

Tramps are lodged in an outbuilding and systematically employed, and the enforced labor has very materially decreased this class of applicants, the average number per night being three, against ten to twenty last year.

"The Branch Association for Improving the Condition of the Poor" revised its Constitution last November.

This Constitution practically embodies many of the principles advocated by the Standing Committee on Out-door Relief, among which perhaps the most important are, the allotting small districts to each visitor, and the limiting, except in cases of emergencies, the distribution of relief to the Central Board.*

This association acts in concert with the Alms-house Commissioners in determining who should go to the Alms-house, who should receive temporary relief, how much of it is properly chargeable to the public fund, and how much to private charity. The Commissioners gladly avail themselves of this effective co-operation.

This society also acts in harmony with all other charitable organizations, so as to prevent deception, and encourage and provide employment in poor families. Thus, it will be seen that the Newburgh branch of the State Charities Aid Associa-

* See Appendix, H.

tion, occupying, as it does, a central position between the voluntary charities, on the one side, and the legally constituted public authorities on the other, is enabled by judicious management and well-directed effort to prevent indiscriminate alms-giving, to see that every case of real poverty is reached, and that employment is given to those who are able to work.

VISITING COMMITTEE FOR OTSEGO COUNTY,

ORGANIZED JUNE 15TH, 1874,

Report that the Poor-house remains in the same delapidated condition as last year. The Committee on Children have worked most faithfully. There were twenty-six children in the Poor-house. Six of these have been removed to the Orphanage in the village, eleven to Springfield, (where a "Receiving House" has been opened, under the care of the Superintendent,) one has died, three have been taken by their parents, and several infants remain in the house.

VISITING COMMITTEE FOR QUEENS COUNTY,

ORGANIZED JUNE 21ST, 1873,

Report: "After eighteen months of work, we felt at the beginning of last year, that the initial steps had been taken towards reform, not only because the paupers have been removed from Freeport, and from the pernicious hiring-out system of support, but because the whole subject concerning the management of paupers, and the pressing need for a radical change has been placed before the public."

Since the last annual report was submitted, three small additional buildings have been erected upon Barnum's Island, one of these being a small-pox hospital.

Improvements have been made in the old buildings, and an Artesian well bored, to supply the present lack of pure drinking water.

Besides the regular farm work, the paupers have been employed in road making, ditching, etc., but a work house, where arrangements can be made for indoor labor, in the Winter, is much needed.

All children over three years of age have been removed from the Poor-house, in accordance with the law. The effect of this law has already proved beneficial, in arousing parents to make efforts to support their children, rather than to part from them: thus tending to diminish hereditary pauperism.

Until the Spring of 1875, the poor of Newtown and Jamaica, were hired out; a special committee was appointed to visit them in their homes, and report to the town wards. Owing to the representations of this committee, the system of "hiring out" was abolished, and in June, all the paupers were removed to the Poor-house, on Barnum's Island. There are forty-eight inmates in the Hempstead Poor-house. A large number of them are able-bodied, who are kept steadily employed. During the last year, they have enclosed the grounds with a picket fence, laid out walks, planted trees, and cultivated an excellent vegetable garden. They have also cleared a tract of land.

The North Hempstead and Oyster Bay Poor-house, has thirty-two inmates, almost all old and infirm.

The Flushing Poor-house has about eighteen inmates, under the care of an excellent matron. Everything is in good order.

The Committee have by their exertions caused the removal of all prisoners with over sixty days sentence, to the Kings County Penitentiary, thus relieving the crowded cells.

Some mission work has also been done, and books and papers distributed.

At a meeting held Feb. 29th, the Committee passed the following preamble and resolutions:

WHEREAS, The examinations made by members of this Committee during their visits to the County Poor-house of this county, and the testimony taken before the committee appointed by the Board of Supervisors to inquire into the alleged abuses connected with the management of the county poor, show that the affairs of that department have been and are conducted with great laxity and want of proper discipline, resulting, as we believe, in a wasteful expenditure of the public money, and the encouragement of vice and immorality, and

WHEREAS, The present system holds out inducements to the Super-

intendents of the Poor, to overcrowd the Poor-house with paupers, and by examination, certificates of admission, charges for conveyances, etc., to add largely to the already heavy taxation of the county, and

WHEREAS, The county is heavily taxed to feed and house hundreds of able-bodied paupers, who, if required to work would undoubtedly find employment outside of the Poor-house, and thereby cease to be a public burden, and

WHEREAS, The Superintendents of the Poor, have not devised any effectual means by which unnecessary expenses may be pruned away, the able-bodied paupers be compelled to work, and the county be saved from burdensome taxation, and

WHEREAS, This Committee believe that the interests of this county require a radical reform in this matter, and that the appointment of Superintendents of the Poor for this county, should be vested in those who can have an opportunity to judge of the qualifications of the appointees, and who are themselves directly responsible to their constituents for their acts, therefore

Resolved, That this Committee hereby expresses its approval of the objects of the bill lately introduced in the Senate of this State, by the Hon. L. B. Prince, Senator from this District, giving the appointment of Superintendents of the Poor of this county, to the Board of Supervisors, and vesting in said Board the power to control and determine the outlay of money connected with the keeping of the county poor, and to enforce work by the able-bodied paupers.

VISITING COMMITTEE FOR RICHMOND COUNTY.

ORGANIZED JANUARY, 1874.

Report regular visiting. Four hundred and twelve persons have been received at the poor-house during the year; \$1,500 less were spent in the poorhouse in 1875 than in 1874. The building vacated by the children is now used as a hospital. There are 32 insane persons supported by the county, 14 at the poor-house, 8 at the Poughkeepsie Asylum, 6 at the Ovid Asylum, and 4 in Vermont. The committee have no reason to doubt that on the whole the institution has been managed with honesty and economy.

Under the new law the children have all been removed from the poor-house. Some having been taken by their parents, and the remainder placed in homes, the county paying \$2 00

per week for each child, the committee on children undertaking to visit them regularly. The Committee on Out-door Relief have endeavored to control private alms-giving. They sent circulars asking persons not to give at their doors, but to refer applicants to the visitors of the district to which they belonged. The committee say in their report: "We were induced to take this course by the conviction that, where the poor find they can obtain relief by simply asking for it, without searching enquiry being made as to whether they need it or not, or whether they are worthy or not, begging with all its evil concomitants, deception of every kind, petty thieving, idleness, meanness, etc., etc., is encouraged, and, most of all, that the children are corrupted and trained to regard it as a trade." A permanent improvement in the condition of the poor was the object of this committee. They determined to give relief only in the form of work and further limited this to men and unmarried women, finding the men only too ready to depend upon the exertions of their wives. Able-bodied men, on applying for relief, are offered tickets to a stone yard, where they are paid at the rate of seven cents per hour,—this form of work being chosen by the committee as unattractive; and they have fixed upon wages below the market rate, so that only those will apply who cannot get work through the natural channels. This work test has materially reduced the number of able-bodied men applying for relief. The new Committee on Out-door Relief formed in Northfield have been engaged in investigating the condition of families receiving town aid, finding a large proportion of recipients unworthy of such aid, either because capable of supporting themselves, or habitually intemperate.

At the request of the Superintendent of the Town of Castle-ton, the committee have again undertaken to investigate the condition of applicants for town relief. They will limit their work to reporting unworthy cases, and those which should be sent to the poor-house. We close the extract with the following quotation:

"Once more the committee must bear witness against the

vice of drunkenness, as the fruitful source of most of the evils which they are seeking to remove; and they would urge upon the citizens of the county the duty of so using their influence and casting their votes, that the temptation to this vice may, as far as possible, be removed."

VISITING COMMITTEE FOR SULLIVAN COUNTY

ORGANIZED JUNE 20TH, 1874.

No reports received from this committee since December, 1874.

VISITING COMMITTEE FOR ULSTER COUNTY (KINGSTON),

ORGANIZED MAY 19TH, 1874.

Report regular visiting. The Superintendent is active, intelligent and efficient. Fifteen has been the largest number of children in the Alms-house during the year. Last winter they were taught by an inmate, an old man of education. From time to time, these children have been removed to places found for them by the Superintendent. Five have been provided with homes in the West, by the Children's Aid Society of New York, and have been heard from as happy and comfortable. The infirm are kindly treated. There are few really able-bodied paupers who remain in the Alms-house for any length of time, excepting a few women who are retained to assist in the necessary housework. The men, most of whom are invalids, are obliged to work to the extent of their ability. This winter, for the first time, tramps have been forced to break stones for the streets of the city in payment for lodging and meals; probably in consequence of this very few are found begging. Those residing in the county, who apply for official relief for their families, are employed in the same way, paid from 50 to 75 cents a day and given two meals.

On account of the lack of implements, all who apply cannot be kept constantly at work; the Superintendent therefore tries to arrange so as to give each applicant work for as many

days in the week as will enable him to provide the necessaries of life for his family.

The district visiting has effected a great change in the distribution of charity. Organized help is gradually taking the place of indiscriminate giving, and the superintendents of the poor work in harmony with the visitors and the Dorcas societies. The committee hope another year to unite all charitable societies into one general society, embracing all classes and creeds.

VISITING COMMITTEE FOR ULSTER COUNTY (NEW PALTZ),
ORGANIZED MAY 8TH, 1874.

No reports have been received from this committee since April 19th, 1875.

VISITING COMMITTEE FOR TOMPKINS COUNTY,
ORGANIZED JUNE, 1874,

Report regular visiting. The poor-house is cleaner and better ventilated than formerly. The keeper and Superintendent welcome the visitors and seem to wish to give them every facility for inspection. It is hoped that some needed improvements in the building will be made this year. Reading matter has been distributed.

There are forty-five inmates, most of them old, sick and feeble in mind or body; only one child, three weeks old, in the house. A system of out-door relief is being organized on the Castleton plan. The distance of Ithaca from the poor-house makes visiting very difficult and the committee hope to interest persons living in villages nearer, in the work.

VISITING COMMITTEE FOR WESTCHESTER COUNTY,
ORGANIZED JANUARY 9TH, 1872.

Report that the general condition and management of the poor-house is about the same as last year. There is a lack of variety of food and it is suggested that the excellent garden attached to the poor-house should be made, by the paupers' labor, so easily obtained, to furnish vegetables for the table.

The number of persons received at the poor-house in the early months of 1875, was very large—a total for eight months, of 1970—many of them being tramps. The committee urge the necessity of the adoption of some comprehensive measure which shall tend to mitigate the evils of vagrancy.

The committee heartily approve of the children's law, and are ready to do what they can to find homes for the children. Forty-six children have been removed, twenty-four to homes in families, and twenty-two to institutions. The condition of the fourteen insane paupers has not improved and there are various propositions for their relief.

The law prohibiting the retaining of lunatics in poor-houses is inoperative, as the State asylums refuse to receive any more from Westchester County, the quota for this county being full. To quote the words of the committee: "We unanimously condemn the present inadequate provision for the pauper insane. With the present buildings and appliances, we believe that the terrible malady of insanity is fostered and increased, instead of being in any way alleviated or cured."

The report concludes as follows: "We cannot question that the frequent inspections and suggestions by this committee of visitors have had a most salutary effect. Taking as an earnest of what may be done in the future, the reforms already effected through the instrumentality of this organization, during the brief time that our machinery has been in working order, may we not with some degree of confidence look for an entirely new order of things in the eventual complete abolition of these crying evils yet to be successfully dealt with—vagrancy, improper classification of inmates, defective sleeping rooms and ventilation and inadequate care of the sick and insane?"

VISITING COMMITTEE FOR YATES COUNTY,

ORGANIZED DECEMBER, 1874,

Report that the poor-house remains in a deplorable condition. Previous to the November meeting of the Board of Supervisors, a petition was drawn up and signed by the

Executive Committee and by a large number of the heaviest tax-payers, asking for a more humane provision for the paupers in the Poor-house. The Board of Supervisors did vote an appropriation of \$10,000 for a new building, but, at a later meeting, rescinded their action. The building therefore remains in the old condition: the roof leaks, the walls are cracked and need to be propped up with braces on the outside, the plaster is falling from the walls, and the floors are worn out in places. Walls, floors, and beds swarm with vermin.

The Superintendent of the Poor of Yates County, in his report to the Supervisors, dated November 13th, 1875, says in relation to the Poor-house: "It has been reported by my predecessors as one of the most contemptible old hovels that ever bore the name of alms-house, a nuisance and a standing disgrace to our county and unfit for a human habitation. * * * I would recommend that the detestable old fabric be demolished, and a building in which the poor may be provided for, erected."

The whole number of inmates for the year ending 31st of October 1875, was 144. The children are sent to the Orphan Asylum at Canandaigua, and the chronic insane to the Willard Asylum.

The committee have obtained the names of the recipients of the town fund and intend to investigate these cases.

In Memoriam

Gertrude E. Pell,

Member of the State Charities Aid Association.

COMMUNICATION FROM THE COMMITTEE ON BOOKS AND NEWSPAPERS.

To the State Charities Aid Association :

At the last annual meeting of the Committee on Books and Newspapers, held on the 21st of January, 1876, I was directed, as a member of this Committee, to transmit the accompanying copy of a *Deed of Trust* to the State Charities Aid Association, with such explanation of the circumstances connected with it as might be suitable and necessary.

This *Trust Deed* provides that all the expenses of the work of this Committee shall henceforth be paid by the Trustees from a *Memorial Fund*, the income from this fund being amply sufficient for the purpose. The deed also provides that the work itself shall always be carried on as a branch of, and in connection with, the State Charities Aid Association. The name of the fund is the "*Gertrude E. Pell Memorial Fund.*"

There are so many friends of Mrs. Alfred Pell among the members of the Association that I may be pardoned for giving this communication a more personal form than would otherwise be consistent with the sacredness of her memory.

A slight sketch of the work which, originated by her three years ago, is now placed on a permanent basis, will be of interest.

It will be remembered by many who are present to-day that Mrs. Pell was one of the original members of this Association, as also one of the first members of our Bellevue Visiting Committee. An invalid for many years, she was rarely present at these meetings, reserving her strength for her regular weekly visit to her ward in Bellevue Hospital. It was during the second Winter of her work in Bellevue, the Winter of 72-73, that, noticing the pleasure with which illustrated papers, magazines, and books were received by many of the patients, she determined

to collect a supply for the use of the entire hospital—a hospital of some seven hundred beds. She gave notice that she would receive the books and pamphlets at her own house and attend to their distribution. Those who had the privilege of being often in her home, remember well the effect of that newspaper appeal. How, first, the corners of the little reception-room were filled with magazines and books, then the sofa and the chairs; how, finally, the entry itself was blocked up with barrels and boxes of printed matter, some of these waiting to be unpacked, while others were sorted and ready to go, not only to Bellevue Hospital, but wherever in this city reading matter was needed. Suffice it to say, without giving statistics, that this branch of the work is now so extended that books and pamphlets are not only supplied to the Institutions of this City, but are also sent to other parts of the State, and frequently to other States.

The following Winter, 73-74, Mrs. Pell planned the collection of *daily papers* for the public hospitals of this city. The men-patients, especially the surgical cases and the convalescents, were always clamorous for "fresh news." The morning paper bought by one of the patients, would be eagerly waited for by those unable to afford this luxury, and read, down to the very advertisements. The topics of the day, political, social, sensational were discussed by the hour, by men with bandaged limbs and very pale faces, as they sat in little groups about the wards. Mrs. Pell soon devised a scheme by which, not only the favored few, but all who were well enough, could share this pleasure. Boxes were placed in railroad depots, notices were posted in stations or elsewhere, and passengers were asked to drop their once-read morning-papers into these Hospital Boxes, that other men, not strong active travelers like themselves, but patient men waiting in hospitals, might also have the benefit of them.

At eleven o'clock of every day, little messenger-boys might be seen taking the papers from the boxes. They carried them to Mrs. Pell's house, where, under her daily superintendence, they were sorted by the boys and sent at once to the different hospitals.

This system is still continued, and this branch of the work, like the other, is constantly being extended. In this sketch I do not propose to give any figures of work accomplished. For these I refer you to the printed reports. I purpose simply to give you some idea of how this work originated, and of the spirit in which it was carried on.

For two winters, books, pamphlets, and newspapers were received by Mrs. Pell at her home, and their daily distribution was directed by her. She became too ill to leave her room, but she never thought herself too ill to give up the daily supervision of her work, as long as she was able to do anything.

On the 1st of February, 1874, she organized a Committee to assist her

in carrying on a work which was constantly assuming larger proportions, and which she now wished to have connected officially with the State Charities Aid Association.

Increasing illness obliged Mrs. Pell, in the Spring of 1874, to sail for Europe, leaving her work to be carried on by her friends in the Committee—as it has been, most faithfully and efficiently, from that time till now. At first, a component part of the Central Association, the work soon assumed such dimensions, that it was re-organized as a branch of the State Charities Aid Association, with which it has from the first been connected.

On the 19th of February, 1875, Mrs. Pell died in Paris. In a letter written by her, not long before her death, to one of her earliest friends, and not received until several weeks afterwards, she makes the request that her work may be put on a permanent basis in connection with the State Charities Aid Association. I need scarcely add that it has been only necessary for me to mention this wish of hers, to secure its accomplishment.

The work itself is not an expensive one. The income derived from the Memorial Fund of Five Thousand Dollars, given by Mrs. Pell's family and friends, is more than sufficient to cover all expenses. To the original committee have been added, as new members, her husband, a brother, a sister and two of her early friends.

By an examination of the Trust Deed, a copy of which accompanies this communication, and which I would ask to have kept on file with the other records of the Association, it will be seen that Mrs. Pell's wishes have been fully carried out, and that her work is not only placed upon a permanent financial basis, but that it must always remain, so long as the State Charities Aid Association exists, as one of its branches.

Respectfully submitted by

LOUISA LEE SCHUYLER,

Member of Committee on Books and Newspapers.

January 27th, 1876.

APPENDIX A.

AT the Meeting of the Association, held October 28th, the following Resolutions were passed:

WHEREAS, The State Charities Aid Association has heard with profound sorrow of the death of one of its most efficient members, Dr. Ernst Krackowizer, therefore

Resolved, That the Secretary be instructed to convey to the family of the deceased, the high appreciation ever entertained of the valuable ser-

vices rendered by Dr. Krackowizer to the cause of humanity in his various connections with the charities of New York, and that the Association desires hereby to express the deep sympathy with which it shares in this irreparable affliction.

The Ladies of the Bellevue Committee desire to add their tribute of respect to the memory of Dr. Krackowizer, for his great personal kindness and untiring assiduity in promoting in every way the interests of their mission.

APPENDIX B.

REPORT OF THE SPECIAL COMMITTEE ON THE APPOINTMENT OF HONORARY MEMBERS. DECEMBER 30TH, 1875.

To the State Charities Aid Association :

The Special Committee empowered to add Honorary Members to the Association would respectfully report progress, as follows :

Shortly after the arrival in Europe, last Spring, of the members composing the Committee, they each received, from the Secretary of the Association, a copy of the following resolution passed at a meeting of the Executive Committee, held April 26, 1875.

Resolved, "That a Special Committee consisting of Miss Schuyler, Chairman, Mrs. Joseph Hobson and Rev. H. C. Potter, D. D., be given power to add Honorary Members to the Association."

In attempting to carry out the trust confided to them the Committee have selected foreign Honorary Members in accordance with the following principles, believing these would most surely maintain the character and dignity of the Association abroad, and increase its usefulness at home :

1. Only those persons have been invited, who are acknowledged *by their own countrymen* as authorities upon various philanthropic subjects coming within the scope of our work ; and who have won such recognition by the results attained through personal experience in their respective fields of work.

2. We have endeavored to secure representatives of different sides of the same question, that the Association might have the benefit of hearing the subject discussed from several points of view.

The following extract from the letter of invitation, a copy of which accompanies this report, will show the basis upon which the present Honorary Members of the Association have been admitted.

"The collection and dissemination of sound information bearing upon the questions of how best to reduce pauperism, elevate the poor and alleviate unavoidable suffering, are important features in our reform movement, and we hope that our foreign Honorary Members will kindly assist us in this direction. Only those having practical knowledge of the above mentioned subjects are invited to join."

"As Honorary Members are not residents of the State of New York, they cannot be held responsible for any action taken by the Association. Nor are they bound to hold the views and principles adopted by the Association. Our object is to hear all sides of the many vexed questions regarding pauperism, and while unity of feeling and action at home is a necessity, a diversity of opinion is preferred among our foreign correspondents."

To the eighteen letters of invitation issued, affirmatory replies have been received to all but one: pleasant, cordial replies, showing how strong the bond of sympathy is between workers of whatever nationality, who are engaged in the same philanthropic object.

The names and the work of those whom we have now the pleasure of presenting as Honorary Members of this Association are already familiar to you. Let us hope that as the years go by, we may look forward to the pleasure of welcoming some of them in person on our own shores and in our own homes. It would be a privilege to be able to repay in some slight degree, the very great kindness and hospitality shown to the members of your Committee by our Honorary Members in England and Germany.

These are, for

ENGLAND:

Miss Octavia Hill, representing the Elevation of the Poor in their Homes, London.

Mr. C. B. P. Bosanquet, Secretary of the Charity Organization Society, London.

Mrs. Nassau J. Senior, Work-house Girls, London.

Miss Florence Hill, Boarding-out System, etc., London.

Mr. Danby P. Fry, Legal Adviser and Member of the Local Government Board, London.

Mr. Andrew Doyle, Poor Law Inspector of Local Government Board, London.

Col. Lynedoch Gardiner, Member of St. Marylebone Board of Guardians, London.

Miss Louisa Twining, Honorary Secretary of the Work-house Visiting Society, London.

Mr. Alseger Hay Hill, Labor Exchange Bureau for the United Kingdom, London.

Mr. A. J. S. Maddison, Secretary Reformatory and Refuge Union, London.

Miss Mary Carpenter, Reformatory and Industrial Schools, Bristol.

Mr. William Rathbone, M. P., District Nursing among the Poor, Member of Liverpool Board of Guardians, etc., Liverpool.

Sir Baldwin Leighton, Bart., Reduction of Pauperism by a Wise Administration and Diminution of Out-door Relief, Shrewsbury.

Lord Lyttelton, Reduction of Pauperism, No Out-door Relief, Worcestershire.

IRELAND:

Dr. W. Neilson Hancock, LL. D., Member Statistical and Social Inquiry Society of Ireland, Dublin.

GERMANY:

Herr Andreas Prell, President of the Elberfeld Poor Relief System, Elberfeld.

Frau Walter Simons, Hospital for Children, etc., Elberfeld.

The interest expressed in our work by the ladies and gentlemen above mentioned has been particularly gratifying, because they are, all of them experts in the departments they represent. And they have also, in answer to our request for printed matter, most generously sent us copies of their own publications, thus adding a valuable collection of books and pamphlets to our library. Many of the answers to our letters of invitation were verbal. The written replies are appended to this report.

The absence of one name from among those already given—a name to be thought of with reverence and gratitude—must always render our list of English Honorary Members incomplete. From the very beginning of our work, Florence Nightingale has shown the kindest interest in it. When we were seeking information, before opening our Training School for Nurses, she sent a valuable letter of suggestions and advice and this has been followed by other letters showing her continued interest and sympathy in our undertaking. It was therefore a keen disappointment to the Committee to have hers the one and only refusal received to their offers of membership. As Miss Nightingale would herself be most unwilling that any unfriendliness towards us should be imputed to her, we give the following extracts from her reply.

She writes, October 9th, 1875:

“I am afraid that hardly any apologies of mine will induce you to believe how very anxious I have been to answer your kind letter of August 28d, or how impossible work and business, both public and private, with an already exhausted body, have made the doing so.

" Or how strongly interested, more than interested, deeply in earnest, I feel for the success of your work. ,

* * * * *

" But the above must also plead but too sufficiently my excuse for declining, however unwillingly, the high honor you wish to do me, of electing me as one of your foreign Honorary Members, which, believe me, I would gladly have accepted from extreme interest in your work, if I could have seen my way to doing *my* duty by *your* honor.

" But increasing business and increasing weakness warn me to abide by a rule I have been forced to make, even to declining to be a Vice-President of some of our own institutions of which I have done some of the preliminary work. The work I can do, *if I can* do it, without giving my poor name; if I can't, to give my name is simply deceiving and insulting the kindness of those who wish to have it. Pray, believe this is a mark of interest instead of want of interest.

* * * * *

" And now I can hardly say how much I bid you God speed, and go on and prosper, nor how much I am, dear madam,

Ever your faithful servant,

FLORENCE NIGHTINGALE."

Our incomplete list for Germany, as well as the entire absence of representatives from France, Italy, and other countries will show that the committee can but regard this as a preliminary report. Care in making selections requires time, and although the committee might have swelled their list by offering membership out of mere compliment, or by adding the names of distinguished persons who have shown a kind interest in our undertaking, it seemed to us that the truer interests of the Association, composed as it is of working members, demanded that its foreign membership should be extended to fellow-workers only, and to those from among them, who pre-eminently command the confidence and the respect of their own countrymen.

For the committee,

LOUISA LEE SCHUYLER,
Chairman.

NEW YORK, November 21st, 1875.

APPENDIX C.

ANNUAL MEETING OF THE STATE CHARITIES AID ASSOCIATION.

[From the New York Daily Papers, February 23, 1876.]

THE fourth annual meeting of the State Charities Aid Association at the Masonic Temple, last evening, was a very brilliant affair. The audience had among its numbers some of the most prominent men in the city, accompanied by their wives and daughters. There was no attempt at decoration in the temple. It was simply lighted; the green carpet on the platform was relieved only by a basket of choice lilies and other flowers on the table. The place was open before half-past seven, and shortly after that hour, the greater part of the seats were occupied. About a quarter to eight, Mr. Joseph H. Choate and friends came in, and there was a general feeling of disappointment at the non-appearance of Mr. Charles O'Connor, who, it was feared, although only a few steps away, at the Fifth Avenue Hotel, might not be able to come. But this fear was dispelled before eight o'clock by the appearance at the foot of the centre aisle of Mr. O'Connor, accompanied by Governor Tilden, Dr. Austin Flint, Jr., and Mr. Choate. The great lawyer walked steadily and firmly up to the side room, chatting pleasantly with his friends, and looking remarkably well, for one who had so recently recovered from such a terrible illness. As soon as the audience were fully aware of his presence, it greeted him with a round of hearty applause.

Among the prominent persons seated on the platform were Gov. Tilden, Mr. Howard Potter, B. H. Field, James Roosevelt, Frederick Law Olmsted, John Crosby Brown, Charles L. Brace, Judge Van Vorst, Alexander Hamilton, Jr., George L. Schuyler, Robert J. Livingston, Theodore Roosevelt, Member of the State Board of Charities; Mr. Wright, President of the Society for the Prevention of Cruelty to Children; President Barnard, of Columbia College; Dr. Austin Flint, William F. Cary, Dr. James Wood, and others.

Mr. Potter, Vice-president of the Association, introduced Mr. O'Connor in a brief speech referring to the joy felt throughout the country, at the recovery of one who had done so much for good government and honesty in every cause. Mr. O'Connor rose, and after waiting some time for the applause which greeted him to subside, spoke plainly, distinctly, and in a firm voice, as follows:

"LADIES AND GENTLEMEN: The honor of being selected to occupy her seat for the evening, by the distinguished lady who is foremost

among those who have founded this Association, were distinction enough for any citizen in private life. It is not my place to speak at length on any subject before you; nor, perhaps, if the duty were devolved, should I be able to perform it. Suffice it to say, that the attendance of so large and enlightened an assembly on this inclement night, trying to physical strength, is strong evidence of the high character for utility and promise which the Association has established for itself.

Whilst the elder nations have generally devoted their official powers, through taxation, or means more violent, to establishing some form of faith that happened to suit the taste of those who, at the time, possessed the political power, it was our happy judgment to establish the doctrine that faith should be a pure offspring of the pure heart, and that it must be unforced and uncompeled, and could not otherwise be useful to its professor or acceptable to its Divine Author. We were so wise and so happy as to preclude government from any interference with faith. But we left that other and greater virtue, charity, in the hands and control of the State. Its officials have generally administered the funds devoted to this purpose; and their short-comings in that department, as in almost every other entrusted to them, have been very marked. The needs of humanity have, however, in this respect found aid in the gifts of those pious and generous persons who have founded charitable institutions on the voluntary principle.

I believe that, at least in our great city, the institutions of this latter class will bear a very favorable comparison with those which are conducted by the State. But it was reserved for the founders of this Association effectively to organize voluntary charity and to bring its principle into active co-operation with the State officials in administering relief to distress. They have successfully devoted themselves to lifting this virtue from the rank of a mere official and rewarded duty. By the same system which has similarly elevated faith, they have already in a measure elevated, and are continually striving to elevate, charity to the character of a free-will offering—a pure emanation from the human heart. Thus, from being a mere State institution, it is gradually becoming a practice and a habit of the individual.

Especially great is the benefit resulting and to result from this change in its influence on the fairer half of creation. And, indeed, it is to the ladies themselves that we are chiefly indebted for the success of this effort at founding a voluntary system of organized charity. They have been aided most efficiently by the gentlemen associated with them, but the first place is their own. Most happy for the ladies will be the success of their efforts. I speak of those who, from their circumstances in life, are not over-burdened with domestic duties, and are enabled to respond liberally to the calls of charity. In a great community like ours, these demands are numerous; but ladies of our intelligent and cultivated

classes need the very employment which these demands impose. It does not conform to the most correct ideas of character in women to be engaged in no higher employment than the gratifications of fashionable life. Ladies might well employ some portion of their time in a way somewhat resembling the governmental offices to which men apply themselves. They have capacity equal to governmental duties that lie within the proper range of female action. And certainly nothing, no department of human exertion in the way of government, would be more appropriately set apart for the occupation of our ladies than that of ministering to the wants and necessities of the poor. It is the performance of this duty—of which this Association forms an active and prominent commencement—that is best calculated to verify the assertion, sacred I might call it, that charity blesseth the giver as well as the receiver.

Mr. Potter then read extracts from the Annual Reports of the Standing and Visiting Committees of the Association, after which, Mr. Joseph H. Choate delivered the following address :

“ I am sure that you would hardly excuse me, if I did not, at the outset, attempt to express, however inadequately, the intense satisfaction that we all feel at the presence of the very eminent citizen who occupies the chair to-night.

* * * * *

It seems to me that the managers of this association have also some cause to congratulate themselves upon the audience. Whatever they are likely to want, and I hardly know all their wants, I think they can well count upon supplying them here. If they want money, why ! here it is, in thousands ; if they want volunteers, and I believe they want many volunteers, who better than these amiable people of leisure, may lend their services in so good a cause ? If they want public opinion, why ! here are the makers of it all about us.

Now I think I ought to say a word of the very happy augury that we can draw from the presence on the platform of our very distinguished Governor. * * * * * But, if like Alexander, he is seeking new worlds to conquer, and new rings to break, why ! if he will lend us his ears, we can show him foemen worthy of his steel. We can point him out hospital rings, and poor-house rings, rings of overseers of the poor, with tramps whom they *will* entertain, rings of able-bodied paupers, in all the counties of the State. * * * *

And now a word for myself. How came I here ? I am really at a loss to account for it. * * * * *

To make Bellevue Hospital, and the other hospitals in this city, attractive, to draw delight from tramps, to make the subject of out-door relief entertaining ! Why ! I cannot think of it for a moment. I do not know how I shall get along through the hour that has been assigned

me. The President, to prepare me, sent to my house night before last, I think it was nearly half a cord of Reports. Well, it is not necessary to say that I read them all; and the consequence is, that my brain has got into such a jumble of paupers, and relief societies, and visiting committees, and children, and tramps, that I hardly know which is which, or which end of the subject to take hold of first.

Now, if you will try and be a little more serious, I will endeavor to say something to the point. When you first heard, as you doubtless have heard, that there was a new charity added to the existing charities of New York, you might wonder what need there was of another; for, if there is any redeeming feature about this New York of ours, it is, I think, her charities. Countless in number, and on them all there is poured out, every year, with lavish hand, the generosity and the wealth of the City of New York. There is nothing which you appear to leave uncared for. Every disease to which humanity is subject, every disease that doctors have ever discovered or invented, every organ in the human body, every period of life, every possible kind of social condition and color, every nationality, every creed, are provided for in separate institutions of their own; and the amount of money and time that is mostly spent, and partly wasted upon them, are almost beyond calculation; so anybody not particularly acquainted with the subject, might ask what need of another charity? Well, it is just this: The fact that there were so many, that their objects were so various, that their work was so devoted and intense, that their outlays were so tremendous, were the reasons why this and another association of equal importance and usefulness were found necessary. Now I have looked over the Report of the Bureau of United Charities published a few days ago, and in reckoning up its contents, I found there were, last year, one hundred and eighty-seven different charitable societies in this city, all distributing charity to the suffering, and there was actually expended, \$4,190,000.

That is entirely exclusive of the State aid, which in this city must amount to one million dollars more. This frightful fact was brought to my mind for the first time, by combining and gathering up the whole facts of this Report of the Bureau of United Charities. Just think of it! It is equal to one hundred dollars per head, for 52,000 helpless beings! Then, besides that, there are vastly many millions more in the State, and I doubt not that a careful calculation would show that the people of the State of New York, four or five millions in number, actually dispend in money, ten (10) million dollars every year, for the support of dependent, suffering, sick, and pauper people. The expenditure of money is the least of the evil, of course; when you think of this vast number of associations, absorbing in this way this vast amount of money, it demonstrates the moral and physical degradation, which is

necessarily involved in the receiving of such a great amount of charity. Nobody can read these figures without thinking that a very large proportion of all the money dispensed in charity, and especially by the public bodies, is wasted and goes to the support of imposture, fraud, and vagabondage. Now you will see why this Bureau of United Charities was formed. It was to be a connecting link between all these other charities, to check fraud and imposition. What did they find? Why! they found on investigation, that the frauds, and the thieves, and the sturdy beggars took a great part of the money which was intended by the givers for the needy and the helpless. They found men who, in a single day, were inflicted with every disease to which humanity is subject. They found men,—individuals, of course, of but a single nationality—who got help from the New England Society, in the morning, from the German Society, in the afternoon, and from half a dozen other charitable societies, before night, by the adoption of a rich brogue suitable to each. They found families living in a position of ease and comfort, from the combined charitable contributions of various organizations. That, very briefly, was the object of the Bureau of United Charities, one of the most glorious suggestions that ever entered the brain of a charitable man. What is the experience of the association, in whose honor we are assembled to-night? What did they find at the beginning of their labors? They found that some four or five million dollars were dispensed annually by the public charities of the State and city, under various forms of public and local organizations, and that these were administered ordinarily by what is known as Public Boards. You all know what boards are. When charity is dispensed solely by a board, it will be done without care and a proper regard for those who really suffer. It is *impossible* for the business intrusted to boards, to be well done. Everybody knows, who has ever inquired into the subject, that they will be the victims of imposition, and fraud, and abuse, in every possible form; and so it has ever been. Well, the object of this Association is not at all to interfere with the established authorities, but to co-operate with them. And it is a satisfaction to know that they have been heartily welcomed by the authorities, in most parts of the State. There certainly was great need of this Association. There has no system been ever yet devised for the dispensation of charity, that was broad enough to bridge over the chasm between the public board and the pauper. There can be no personal communication, which is absolutely essential to the proper administration of charity, between these organized local bodies and the suffering paupers who are to receive from them the bounty of the State.

There was another thing: To discover the development of an evil which, it is to be hoped, some means will be found, of removing, that is, that nearly all the public charitable institutions in this State are, if not

under the actual control, uniformly left under the influence, of politicians.

I have nothing to say against politicians. Personally, if I were compelled to choose between being a pauper, and a mere politician, I should find it very hard; but those who know about politicians in charitable institutions, know very well, that they are *there*, decidedly, out of place. Well, these ladies and gentlemen co-operate with politicians; but I trust that the time will come, when that co-operation will give place to conquest, and that they will be masters of the situation, and that the co-operation will be with the public, interested like themselves in the real object of charity.

The main object of this Association is to promote efficiency in the administration of public charity, to correct those abuses which have so irresistibly crept in and been encouraged and fostered without the knowledge of the people. And they hope finally, as the ultimate end of their labors, after all the good and worthy people of the State have found out what they are doing, to bring about a better system, so that every deserving case will be reached by the riches that are being poured out so lavishly. I see what the idea of the Society is: to answer the old question who shall keep the keeper, who shall oversee the overseer, who shall guard the guardian. And if we can have that service at the hands of these men and women, they will have accomplished a good work.

From their reports, I find that they have been encountering difficulties. Very soon they found themselves face to face with some of the most difficult and aggravating questions of pauperism, that have vexed and baffled the wit and ingenuity of men in all civilized countries, in all historical times. What they found generally in the State, you could see, if you had had the privilege of perusing for several nights past their numerous reports.

They found what is known as the poor-house system, a gross, degrading, abominable system of plague spots—nothing less—dotted throughout the State, one assigned to each of the sixty counties. Children, and abandoned women, the old and the young, the sick and the poor, the sane and the insane, the innocent and the criminal, huddled and jumbled together into these poor-houses, to the complete and utter degradation and destruction of all of them.

They found the condition of the public hospitals certainly most shocking and debasing. Patients suffering without care, some of them almost without clothing; breakfast, dinner and supper, if they were served at all, whose beggarliness beggars description. They found too, throughout the State, able-bodied paupers, as if by special legislative enactment, fostered by the good treatment they received. They found millions, actually millions of money distributed in out-door relief, wasted, thrown away upon the undeserving.

Now let us look at this great subject a little more in detail. What did they start to do with these sixty miserable poor-houses in the counties of this State? They sought, first, to give light to these dark places and sent a committee of investigation, selected from the best men and women in the neighborhood, to ascertain what was going on, and to see what mischief there was to be remedied.

Well now, that was a tremendous task for a few men and women of the City of New York to undertake! They began with the most interesting subject of all, the little children, where every humane man and woman would have them begin. What did they find? Why this: the real wards of the city, the special objects of all true charity, the particular human beings whom it is the object of us all to rear and save and make good men and women of, where were they? There were thousands who were depending upon the State for care, and had nobody else to look after them, in the poor-houses. Who took care of them? Prisoners, abandoned women, habitual and hereditary paupers, who associated with them in all hours of the day and night. Is there any question of the fate of children thrown under such influences? It is the custom, now, to call everything a disease. Certainly pauperism is a disease, and a contagious disease, as contagious as the yellow fever. It is also hereditary, as hereditary as your gout or rheumatism. You put children into such institutions and rear them, and what is the inevitable result? Why, instead of making men and women of them, they turn out paupers, criminals, thieves, vagabonds of every possible description. Now I do not speak without the book. We had an institution at Randall's Island and it has been abolished; let me read extracts from the official report in regard to it, and then you will see whether this Association is right in saying that it shall not be restored, and that all institutions of the same kind should be blotted out. I read from the Ninth Annual Report of the State Board of Charities, on the Nursery at Randall's Island. Who took care of the children there? That is the great point. After giving a practical description of the children, the report goes on to show that seventy-four adult females were employed in the nursery and the nursery hospital. Their ages were from eighteen to seventy. Nine could read and write, twenty-eight were able to read, twenty-nine were unable to read. One was known to be of thrifty habits; nine were said to be idle and shiftless; seven were temperate; thirteen were *moderate* drinkers; thirty-five were *periodical* drinkers; and nineteen were *constant* drinkers. Twenty-three of these females belonged to the pauper class, and fifty-one to the work-house class. The number of times they had been committed were: once, seven; twice, eighteen; three times, four; four times, ten; five times, three; six times, five; seven times, one; and of two it could not be ascertained how many times they had been committed. One of them had been committed repeatedly dur-

ing forty years. There were forty adult males helping these women take care of the children. They were employed in the performance of various duties under the Warden and Superintendent. Seventeen had been committed to the work-house for drunkenness, one for assault and battery.

Group seven hundred and seventy-three boys and girls, under sixteen years of age, in such an institution, and what do you suppose they would turn out? What do you think of such a system? To put a home question, what would you give for the chance of your child, if misfortune should overwhelm you, and your child should be thrown upon the bounty of the State, as might happen? Every one knows how hard it is in our decent homes to make a child turn out well; but there would not be one chance in a thousand, that the choicest child would grow up into a respectable man or woman, if you should keep him in such a place. Well now, what is the object of these ladies and gentlemen who are associated together? It is to secure for these helpless children homes among people who will care properly for them; to get all the children out of the poor-houses, and to find good and tender-hearted people who will take them and give them a home. If you will read the reports of these men and women which have just been prepared, you will see that it is not only practicable, but that it is expedient and necessary, and that they should be sustained. Will you believe it? After the Legislature has abolished it, there is a strong effort made to re-establish the Nursery on Randall's Island, and to put these children under the care that has been described to you in the official report. Are the exertions of this Association to be sustained or not? That is for you and for me to say.

Now, we next come to the subject of able-bodied paupers. That is a grand historical subject. I do not understand how these women grappled with it. I can see very well how Mr. Roosevelt or Mr. Schultz might undertake to grapple with *one* sturdy beggar. But here, the curiosity of women, that unfailling power and strength, came in. They proposed to find out the facts, and in the masterly report, read here to-night, signed by Mrs. Lowell, you have the whole subject.

In former times, this question of how to deal with able-bodied paupers, almost overthrew one of the great dynasties of Europe, and many plans were proposed, by which the nuisance should be evaded. One law was that every tramp should be branded in the forehead with the letter V—vagrant. All expedients were useless. They replenished the earth more and more, as they are doing to-day. Our law is right, in the main.

It says, that every able-bodied pauper shall be sent to the poor-house, confining him to hard labor for a year.

I believe in Carlyle's opinion, that the man who *can* work on this earth, and *will not*, should starve. The tramps flourish at your country-

places in the summer, and infest your city residences in the winter. Perhaps it would be too much to starve them out. The millennium has not yet come, and these ladies are not ready to recommend such heroic treatment.

We come back to the old rule, that the man who wont work, shall be made to work.

What do we find in this report of Mrs. Lowell's? That tramps and able-bodied paupers are encouraged in their idleness, in this State. Hotels, open houses are kept for them by overseers, ring politicians, who dispensed the public money in such a way as to encourage tramping. These overseers have a motive for this; they are paid so much a head for every tramp they entertain. If they give the tramps a ten cent breakfast, they draw twenty cents from the State. It turns out from the interesting details of this report,—and interesting because true—that they have realized from this source in Westchester county, more than the average doctor or average lawyer in that county! Well, it is no wonder that tramps are numerous. This same system exists in many of the counties.

The plan which this Association proposes and which, it is hoped, the authorities will carry out, is to break up this unwise system, which the politicians have inaugurated, and to have every tramp that applies in city or country for a meal or a bed, "work his passage before he crosses the ferry." Of course, there is need of new legislation.

The Association are adopting Mr. Greeley's views, and saying to the tramps, "Go West." Let them go to Montana, and Colorado, and New Mexico, and Washington and Oregon. The soil is pining for them; the forests are waving them a welcome; the rivers are waiting to wash their feet.

I want to say a few words more on out-door relief. The whole secret and mystery of pauperism are involved in out-door relief. My own conviction is that the only way in which you can strike out pauperism, is to abolish *all* out-door relief at the public charge. It is a historical question, and there is nothing new in it except the new details, which are brought up in the Report of the Out-door Relief Committee. It is only safe to give relief after personal investigation. Is there any charity that is worth doing, except doing personally? Can you reach the woes of these suffering poor by any other mode than visitation? Boards cannot visit, boards sit. This out-door relief is absolutely necessary, but it must finally fall into the hands of private charity, and be made the business of the individual citizens of the State. Each and every case has to be studied, and you can only do it by private means. You must have men and women, honest, intelligent, and humane, who are willing to undertake it, and to see that the wealth that the people so willingly give, reaches its proper destination. I wish to call attention to a report

on Out-door Relief made by this Association to the State Board of Charities, and printed in their Ninth Annual Report.*

I will conclude with a few remarks on the subject of nursing the sick. The visiting committees found the nursing in the hospitals conducted in a most shocking manner. Nothing in fact or fiction was worse than what they found in Bellevue and other hospitals. And what have they sought to put there instead? Why, a set of good, competent nurses. They propose, if you support their cause, to give us good nurses for the hospital, good nurses for the poor, and, what we all want so much, good nurses for our private homes. But my hour is now exceeded, and I will defer my other remarks until another annual meeting.

At the conclusion of the address, the meeting adjourned.

APPENDIX D.

AT a meeting of the State Charities Aid Association, held December 80th, 1875, the following resolutions were passed:

WHEREAS, A law was passed by the Legislature in April, 1875 (Chapter 178 of the Laws of 1875), by which it was provided that all children of sound mind and body, between the ages of three and sixteen years, shall be removed from the county poor-houses of this State by the first of January next, and that no such children shall be hereafter committed to any such poor-house.

WHEREAS, Several articles have recently appeared in the public journals of this city, suggesting an amendment of the law by which the county of New York shall be excepted from its provisions; and

WHEREAS, A committee of this Association which has systematically and regularly visited the children on Randall's Island, during the past two years, deems it of the first importance that the children coming within the provisions of this act be removed from the pauper and criminal influences which now surround them; be it therefore

RESOLVED, That the State Charities Aid Association protests against any amendment of the law by which the children on Randall's Island shall be excepted from its benefits.

RESOLVED, That the State Charities Aid Association advocates such amendment of the existing law as shall authorize City Commissioners of Charities and County Superintendents of the Poor to place children in families wherever suitable homes can be found for them, believing that

* See Appendix F.

family life for children is more conducive to their moral and mental well-being than institution life, and believing also that suitable homes can be found for children in this or other States without cost beyond the expenses of transportation.

RESOLVED, That copies of the above preamble and resolutions be sent to the Governor of the State, to the members of the Legislature, to the State Board of Charities, and to the New York City Commissioners of Charities.

APPENDIX E.

IN presenting a synopsis of the testimony, received from Westchester County, in regard to the System of Poor Relief in that county, the committee cannot refrain from publicly expressing their sense of gratitude and obligation for the patient care with which their correspondents have sought to answer their inquiries, and the prompt response, which every appeal for fresh information has received.

BEDFORD.—Population (1870), 3,697. Two overseers. From 1863 to 1872, appropriated \$3,000 for out-door relief.

No record of persons relieved.

The Poor-master has a room where he puts tramps, he receives \$1.00 for every one to whom he gives supper, breakfast and lodging; 25 cts., for every order he gives, and \$2.00 a day when serving.

CORTLANDT.—Population (1870), 11,694. Two overseers. From 1863 to 1873, appropriated \$19,000 for out-door relief.

No record of persons relieved.

Pauperism on the increase in numbers and strength.

Overseers have \$2.00 per day, when serving, but no fractions of days appear in their accounts. Any act done is charged as a day. The overseers are often grocery-men, who give orders on themselves. One overseer kept groceries simply to give out.

They too often furnish small amounts to paupers, with the tacit understanding of their votes at the next town meeting.

The overseer who squanders the most money on the poor who have votes, is very apt to be elected at the next election by them and their friends.

The service bills of overseers have increased from \$ n 1865, to \$366 in 1874, and the temporary relief has increased from \$2,500 to \$5,000.

EAST CHESTER.—Population (1870), 7,491. Two overseers. From 1863 to 1870, appropriated \$7,397 for out-door relief.

No record of persons relieved.

The applicants for help go, first, to the justice, who sends them to the overseer; the latter examines the case and gives an order for relief; he receives 75 cts., for each examination, and 25 cts., for each order.

No provision for tramps. They are arrested and sent to White Plains Jail.

One of the present overseers keeps a common rum-hole.

GREENBURGH.—Population (1870), 10,790. Two overseers. From 1863 to 1869, appropriated \$4,168 27 for out-door relief.

HARRISON.—Population (1870), 787. Two overseers. From 1863 to 1873, appropriated \$1,225 for out-door relief.

No records of persons helped.

No provision for tramps.

LEWISBORO.—Population (1870), 1,601. Two overseers.

Amount expended in out-door relief: 1864, \$36; 1865, \$36; 1866, \$14; 1867, \$164; 1868, \$24; 1869, \$17; 1870, \$67; 1871, \$29; 1872, \$33; 1873, \$71.

Number of persons relieved: 1864, 10; 1865, 17; 1866, 6; 1867, 23; 1868, 3; 1869, 7; 1870, 12; 1871, 6; 1872, 21; 1873, 20.

In the ten years, 37 resident poor were helped temporarily; 80 tramps were lodged and fed at an average cost of 75 cts., for each one.

A much larger number of tramps pass through the town, sleeping in barns, etc.

No liquor license given in the town during these ten years.

MAMARONECK.—Population (1870), 1483. One overseer.

Amount expended in out-door relief—1864, \$188.56; 1865, \$338.49; 1866, \$277.90; 1867, \$261.21; 1868, \$246.30; 1869, \$246.30; 1870, \$271.03; 1871, \$180.75; 1872, \$140.07.

Number of persons relieved, 1864, 287; 1865, 321; 1866, 229; 1867, 158; 1868, 225; 1869, 301; 1870, 246; 1871, 283; 1872, 176.

The overseer receives 12½ cts. on each order; 50 cts., for each visit to the poor; and full pay for every day, or half day, spent in attendance on the poor. Their accounts are examined by the town Board of Auditors, and are always found correct, as the board has no means of knowing whether they are otherwise or not.

A number of families are now receiving relief in the fourth generation.

The greater number of the persons relieved have been tramps, who are lodged in overseer's house, or in some house in the town. Thirty cents paid for lodging and breakfast.

MT. PLEASANT.—Population (1870), 5,210. Two overseers. From 1863 to 1872, \$4,017 was appropriated for out-door relief.

No record of persons relieved.

No provision for tramps.

NEW CASTLE.—Population (1870), 2,153. Two overseers. In ten years \$1,190 was appropriated for out-door relief.

No record of persons relieved.

On an average 15 families helped a year, who receive \$10 each.

Tramps lodged by overseers, \$1.00 paid for two meals and a night's lodging.

Of course they make their bills as large as they please, or as they can swear to.

In 1874, 190 tramps were lodged, and \$600 spent.

Expense greater each year.

NEW ROCHELLE.—Population (1870), 3,915. Two overseers. From 1863 to 1870, \$3,400 was appropriated for out-door relief.

No records.

"The Town Clerk informs me that neither he, nor the overseer of the poor, has any books, documents, or memoranda, which will furnish replies to your enquiries."

The overseers have \$1.00 per visit, where they go to the residence, to relieve the poor.

Present overseer keeps a grocery and liquor shop.

NORTH CASTLE.—Population (1870), 1,996. Two overseers. From 1863 to 1873, \$3,110 was appropriated for out-door relief.

No record of persons relieved.

No provision for tramps.

The overseers receive 25 cts. for each order they give, and \$3 a day when employed.

One of the present overseers is in the liquor business.

NORTH SALEM.—Population (1870), 1,754. One overseer. From 1864 to 1871, \$550 was appropriated for out-door relief.

No record of money spent or persons relieved, until 1867.

Amount spent, 1867, \$12; 1868, \$11.50; 1869, \$18.50; 1870, \$14; 1871, \$17; 1872, \$14; 1873, \$30.

Number of persons relieved, 1867, 2; 1868, 2; 1869, 2; 1870, 3; 1871, 6; 1872, 2; 1873, 8.

Tramps are lodged by overseer, who charges \$1 a day for each.

He receives \$2 a day when serving.

OSSINING.—Population (1870), 7,798. One overseer. From 1863 to 1873, appropriated \$8,721 for out-door relief.

No records to be found of amounts paid or persons relieved.

Overseer receives 25 cts. for each order given, and from \$3 to \$4 for taking a pauper to the Poor-house.

The tramps were formerly lodged in the village "lock up" until this practice becoming very objectionable and the place at night so overcrowded, it was discontinued. Now the overseer sends those of the

tramps who apply to them successfully, to a lodging-house in the village, where they are lodged and fed for the sum of 50 cts., which the Poor-master charges to the town, together with his commission.

The present overseer keeps a lager beer saloon.

PELHAM.—Population (1870), 1,790. One overseer. In four years \$217 were appropriated to out-door relief.

No record of amounts given or persons relieved.

Expense of sending paupers to the Poor-house, \$7. Constable's fee, \$5—cheaper to give out-door relief.

Overseer has \$1.50 per visit.

No provision for tramps.

POUNDRIDGE.—Population (1870), 1,194. One overseer. In ten years \$655 was appropriated for out-door relief.

From 3 to 6 persons relieved every year, all poor because of intemperance, with one exception.

Liquor obtained from neighboring towns. No license issued in Poundridge for thirty years.

Five naturalized voters in the town.

No tramps.

RYE.—Population (1870), 7,150. Two overseers. From 1863 to 1870, \$5,670 were appropriated for out-door relief.

The overseer examines all applicants for relief and is paid \$2 for each case examined, when relief is given.

The tramps are arrested and sent to White Plains Jail. The justice who commits them receives \$2, and the officer who takes them to the jail \$5, which is a county charge.

SCARSDALE.—Population (1870), 517. One overseer.

No shop, inn, or factory in the town.

No resident paupers.

In eight years \$285 was appropriated for the poor.

Tramps are lodged by the overseer in an out-house. 25 cts. is charged to the town for each meal, and 25 cts. for each lodging. The tramps are supposed to come from White Plains Jail.

SOMERS.—Population (1870), 1,721. One overseer. In ten years \$695 was appropriated for out-door relief.

WESTCHESTER.—Population (1870), 6,015. Two overseers. From 1863 to 1870, \$5,900 was appropriated for out-door relief.

No records of any kind.

No place for tramps.

WEST FARMS.—Population (1870), 9,372.

In eight years \$10,237.14 was appropriated for out-door relief.

Persons relieved, 1864, 46 ; 1865, 68 ; 1866, 81 ; 1867, 54 ; 1868, 62 ; 1869, 54 ; 1870, 98 ; 1871, 97 ; 1872, 178 ; 1873, 64.

Overseers receive extra compensation for extra work, expenses of conveying persons to Poor-house, removing cases of contagious diseases, etc.

WHITE PLAINS.—Population (1870), 2,630. One overseer.

Amount spent in out-door relief: 1866, \$334.75 ; 1867, \$402.57 ; 1868, \$451.62 ; 1869, \$539 ; 1870, \$588.25 ; 1871, \$649.97 ; 1872, \$242.30 ; 1873, \$348.25.

Number of persons relieved, 1866, 333 ; 1867, 443 ; 1868, 540 ; 1869, 658 ; 1870, 673 ; 1871, 693 ; 1872, 229 ; 1873, 378.

Since 1870 the Justices of the Peace are required to give orders for relief on the overseer. The justices receive 25 cts. for each order.

Tramps are fed by the overseer at his own house and lodged in an out-building on his premises ; he receives 40 cts. for each meal, and 40 cts. for each lodging furnished.

Fully 90 per cent. of the persons relieved during the ten years referred to must have been tramps, and the charges have been 75 per cent. of the whole amount expended.

Since May, 1872, system has prevailed, which has resulted in less expenditure.

YONKERS.—Population (1870), 18,357. Two overseers. Amount appropriated from 1863 to 1869, \$14,517.66.

No records of amounts expended or persons relieved.

No check on overseers. They receive \$1 for every order issued, and \$1.80 for every pauper carried to the Poor-house.

Tramps are a direct charge to the city and are lodged in the Station-house.

YORKTOWN.—Population (1870), 2,625. Two overseers. From 1863 to 1869, \$650 was appropriated for out-door relief.

No records.

Few poor.

No provision for tramps.

One peculiar practice, affecting the whole county, has come to light in the course of our inquiries. When the term of office of the Sheriff of Westchester county expires, the records of commitments, etc., made during that term become his private property, and he withdraws them from the office and preserves them as his vouchers, no copies being retained at White Plains.

APPENDIX F.

To the State Board of Charities :

AT a meeting of the State Board of Charities, held at New York, June 10th, 1875, the following resolution was adopted :

“RESOLVED, That the Commissioners for the Counties of New York and Kings, be requested, in connection with the State Charities Aid Association, to investigate the effect of out-door relief as administered by the authorities of the Cities of New York and Brooklyn, upon the increase of pauperism, and report such recommendations as their examination shall suggest.”

In compliance with the above resolution, the State Charities Aid Association has the honor to submit the following suggestions, based upon investigations in New York City :

The materials at the disposal of the *Association* are so few, and the means of obtaining information as to the effect of official out-door relief in New York upon the increase of pauperism so restricted, that it has been found necessary to enlarge the actual limits of the subject submitted for inquiry. The Commissioners of Charities and Correction, will, of course, furnish official information as to the increase of persons in receipt of out-door relief ; it may, however, be well to state here that it has been ascertained that the same persons are in the habit of applying for, and obtaining relief from the city, year after year, and that many have, in fact, come to regard the winter supplies and aid given by the Commissioners, as a permanent means of support.

The *Association* recognizes the fact that considerable improvements were made in the administration of out-door relief last winter ; in some cases the police have been detailed to accompany the visitors, and detect attempted imposture and false pretenses. It is believed, however, that if all the societies engaged in relieving the poor at their homes would adopt the rule now enforced by some two or three of them, and refuse positively all help to those who obtain city relief, the number of persons appearing in the register at the Commissioners' office would be materially diminished.

During the winter of 1873-4, much attention was devoted to the administration of the funds apportioned to this department for distribution, and a hundred cases, where relief was obtained from several sources, were taken from the lists sent in to the Comptroller. Subsequent examination and personal visitation gave the following results :

Sixty-nine of these one hundred cases require no comment, appearing to be of the usual class of applicants ; fifteen per cent. proved to be

thoroughly unworthy ; eleven did not need relief ; five represented persons who had apparently received relief, but could not be found or identified at the address given.

But allowing for errors in copying and for defective information obtained by the visitors, there still remains a large percentage of cases relieved, or reported as having been relieved at the public cost, which never could have obtained relief under an efficient system of control.

Some of these cases deserve more than a passing reference.

One man was relieved who received a pension of \$18 a month ; who rented a room in which two other men and women lived, who received aid from four charitable societies, and sold the provisions thus obtained for drink. Reported as being drunk and fighting constantly.

A widow forty-six years old, with two children in good health, was so drunk when visited, that she could hardly speak. Another woman lying drunk on the floor at the time.

A man was reported well and strong, with two grown-up sons, all habitual drunkards.

A woman sold coals given to her, for liquor ; her son, eighteen years old, drunk and disorderly ; arrested by landlord for theft and sent for three months to the Island.

A man with wife and three daughters, paid \$18 rent. Brussels carpet and piano in room ; daughters at work.

Address given is a public school. No person of the name given was known as ever having lived there.

Address given, No. 117. Only forty-nine numbers in that street.

This *Association* is distinctly of opinion that this state of things must tend to increase pauperism in the city, while the effect produced on the honest poor, and hard-working wage earners, must be injurious and degrading. To see their able-bodied neighbors living in idleness and supported at the public expense ; to know that fraud and vice are no barriers to the receipt of city help, must be prejudicial to any high moral standard. The able-bodied man who receives public relief without giving any compensation for it in labor, cannot fail to lose self-respect, and gradually to deteriorate in character. Such relief, besides interfering with the laws which regulate the labor market, serves as a stimulus to idleness rather than industry, and undermines the power of recovering independence, and habits of providence and thrift. The amount given is too often enough to pauperize, but not enough permanently to aid the recipient.

It seems to the *Association* that it is physically impossible for the official visitors, under the present system, to exercise adequate supervision over the cases coming within their several districts. Nor is it possible to obtain the full and specific information as to their circumstances, which would enable them to make a satisfactory application of the funds

so liberally granted by the city. If some system could be devised by which the numerous volunteer visitors and experienced officials of existing societies engaged in out-door relief among the poor, could be organized into local committees to confer with the official visitors in their districts, a step would be taken in the right direction. Besides acting as a check on the applicants for help, a ready means would thus be provided for investigating and dealing with each case in detail. The rough and ready practice of making a fortnightly payment in cash, or of giving an order for groceries or coals should be discontinued in favor of a more intelligent plan, which would tend to the physical and moral improvement of those who obtain relief. It would then be easy to ascertain that no personation was made on the orders, that the quality and quantity of the goods supplied was satisfactory, that the official visitors' books were properly posted, and that deserving cases were not overlooked. The distribution of relief in money would probably be stopped entirely, and assistance of a more permanent character permitted in suitable cases.

The *Association* has suggested this modification of the manner of administering out-door relief, in the hope that it may tend to diminish some of the evils and dangers attending official action among the poor. They are bound, however, to add that, in their opinion, the wisest and safest course would be ultimately to abolish all official out-door relief, to improve and enlarge the accommodation in the institutions, and to throw the responsibility of providing for the wants of the worthy poor entirely on existing private charitable agencies. The larger the sums appropriated by the city for out-door relief, the greater the inducement to outsiders to crowd into the city and thus to increase the pauper element of our population, while our object should be to diminish the number of our non-productive residents, by forcing them to become useful and beneficial to the country in which they live.

The same reasons which cause the *Association* to disapprove of all out-door relief, apply with double force to the temporary expedient of relieving distress by means of soup-kitchens. The experiment, wherever tried, whether in this city, in Paris or, as was the case last year, in Boston, has invariably been productive of evil. The police records of these cities show conclusively that soup-kitchens foster crime and pauperism while they oftentimes do not reach the deserving poor. In fact, deaths from starvation have occurred while the kitchens were in full operation, and, on the other hand, criminals of the worst class have been known to come from distant towns, attracted by the prospect of free living while engaged in their nefarious pursuits.

In concluding this report the *Association* would remark that probably two-thirds of the pauperism of the entire State, is relieved in the city of New York, the large majority being of foreign birth. The funds at the disposal of the Commissioners of Emigration are so reduced that a

large number of immigrants otherwise chargeable to their department resort to other forms of relief, while after five years residence, they lose all claim to support from that fund. This creates an additional class of applicants for relief, and that not always of the most worthy description. In the opinion of the *Association*, moral pressure should be applied to prevent such persons from becoming permanent paupers; but until a revision of the mode of distributing out-door relief is made, little can be done in this direction.

The main causes of the increase of pauperism among us are, as we have stated, idleness, closely connected with indiscriminate and perfunctory relief, intemperance or vicious habits, which require separate reformatory treatment, and emigration. We have endeavored to show that all these causes may be mitigated in their effect by a change in the present mode of administering out-door relief.

NEW YORK, November 30th, 1875.

APPENDIX G.

DONATIONS DURING THE PAST YEAR, TO THE LIBRARY OF THE STATE CHARITIES AID ASSOCIATION.

RELATING TO CHILDREN :

Children Reclaimed for Life, St. Barnadoes Work in London; from *Miss Cary*.

A Practical Guide to the Boarding-out System, by Col. C. W. Grant; from *Miss Cary*.

The Boarding-out System Vindicated, with special reference to cost and results; from *Miss Cary*.

A Plea for the Orphan and Deserted Child; from *Miss Cary*.

Boarding-out and Pauper Schools, by Menelia B. Smedley; from *Miss Cary*.

Children of the State; Training of Juvenile Paupers, by Florence Hill; from the *Author*.

Day Industrial Feeding Schools, by Mary Carpenter; from the *Author*.

Exposé du Système D'Education à la Colonie de Mettray. M. Demetz; from *Miss Schuyler*.

Colonie Agricole et Maison Paternelle de Mettray, J. M. Bertin; from *Miss Schuyler*.

La Maison Paternelle, J. M. Guardia; from *Miss Schuyler*.

Pauper Schools; Observations on the Report of Mrs. Senior. By E. C. Tufnell; from *Miss Schuyler*.

- Education of Girls in Pauper Schools, by Mrs. Nassau J. Senior ; from *Miss Schuyler*.
- Public Day Nurseries, by W. G. Hongrave ; from *Miss Schuyler*.
- Emigration of Pauper Children to Canada, by Andrew Doyle ; from the *Author*.
- Pauper Schools ; Reply to Observations of Mr. Tufnell, by Mrs. N. J. Senior ; from the *Author*.
- Boarding-out Pauper Children ; Report of Public Meeting to Promote the Extension of the System, Birmingham, 1869 ; from *Miss Cary*.
- Self-Supporting Schools for Children of the Working Classes, by Rev. Henry Moule, M. A. ; from *Miss Cary*.
- On the Laws of France Relating to Illegitimate Children, Foundlings and Orphans, by J. Brenden Curgenvin ; from *Miss Cary*.
- Boarding-out Pauper Children ; Memorial to the President of Poor-law Board ; from *Miss Cary*.
- Proposed District School on the System of Mettray ; Letter to the Rt. Hon. James Stanfeld, M. P. ; from *Miss Cary*.
- Pauper Children ; Their Training in Model Unions ; from *Miss Cary*.
- A Practical Guide to the Boarding-out System, by Col. C. W. Grant, R. E. ; from *Miss Cary*.
- Seventeenth Annual Report of the Inspectors to Visit the Certified Reformatory and Industrial Schools of Great Britain ; from *Miss Cary*.
- Brief Report of the East-End Juvenile Mission and Homes for Reclaiming Destitute Children of both Sexes ; from *Miss Cary*.
- Report on the Protection of Infant Life, 1871 ; from *Miss Cary*.
- Paisley Ragged and Industrial School ; Twenty-third Annual Report ; from *Miss Cary*.
- Suggestions on Reformatory Schools and Prison Discipline, Founded on Observations made During a Visit to the United States ; from *Miss Cary*.
- Results of Four Years Experience of the Boarding-out System ; from *Miss Cary*.
- The Boarding-out System Distinguished from Baby-Farming and Parish Apprenticeship, by Florence Hill ; from *Miss Cary*.

RELATING TO ADULT ABLE-BODIED PAUPERS :

- Work-house Girls ; Notes of an Attempt to Help Them, by Margaret Elliot ; from *Miss Schuyler*.
- Report of the Work-house Visiting Committee upon Proposed Industrial Homes for Young Women ; from *Miss Twining*.
- Refuge for Destitute Mothers and their Children ; Eleventh Annual Report ; from *Miss Cary*.

RELATING TO HOSPITALS :

- Notes on Hospitals. London, 1873, by Florence Nightingale ; from *Miss Schuyler*.
- Hospitals, Infirmaries, and Dispensaries, by F. Oppert, M. D., 1867 ; from *Miss Schuyler*.
- Hospital Construction. Utica, 1875, by Edward Hutchinson, M. D. ; from the *Author*.
- Hospital Construction and Organization ; Johns Hopkins Hospital, Baltimore ; from *Francis T. King*.
- Treatment of the Sick and Wounded, by Berkeley Hill ; from the *Author*.
- Sick Transport and Volunteer Aid in War, by Berkeley Hill ; from the *Author*.
- Nurses for the Sick and Wounded, by Louisa Twining ; from the *Author*.
- Letter to the President of the Poor-law Board on Work-house Infirmaries ; from the *Author*.
- Memorandum on Nursing the Sick in their own Homes ; from *Miss Cary*.
- Remarks on Incurables in Work-houses ; from *Miss Schuyler*.
- Statut des Kinder-Hospitals, Elberfeld, 1873 ; from *Frau W. Simons*.
- Liverpool Training School and Home for Nurses ; Twelfth Annual Report ; from *Miss Cary*.
- By-laws and Regulations of the Foundling Asylum, London ; from *Miss Cary*.
- Papers on the Foundling Hospital ; from *Miss Cary*.
- Reports of the Board of Health, 1870 to 1873, N. Y. ; from *Dr. F. R. Rankin*.
- Cholera Epidemic in 1873, in the United States ; from *Dr. J. M. Woodworth*, Supervising Surgeon.

RELATING TO OUT-DOOR RELIEF :

- Handy-book for Visitors of the Poor, by C. P. Bosanquet ; from *Miss Cary*.
- Pauperization, its Cause, and Remedies, by Prof. Fawcett ; from *Miss Cary*.
- Reports of the Charity Organization Society and of its Sub-committees, London 1871 to 1875 ; from *Miss Schuyler*.
- The Law of Poor Removal and Chargeability in England, Scotland, and Ireland, by W. Neilson Hancock, LL. D. ; from the *Author*.
- Vagrancy ; Report to the Poor Law Board, by Andrew Doyle, Government Inspector ; from the *Author*.
- Organization of Charity, April 1870, by the Bishop of London ; from *Miss Schuyler*.

- Conferences on Night Refuges ; from *Miss Schuyler*.
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- Systematic Visitation of the Poor in their own Homes an Indispensable Basis of Effective Charity, by Sir Chas. E. Trevelyan; from *Miss Schuyler*.
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- Second to Twenty-third Annual Reports of the Poor Law Board, 1849 to 1871, London, twenty-two volumes ; from *Mr. Danby P. Fry*.
 First, Second and Third Annual Reports of the Local Government Board, London, 1871 to 1874 ; from *Mr. Danby P. Fry*.
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 The Farm Laborer in 1872, by Sir Baldwyn Leighton ; from the *Author*.
 Origin and Progress of the System of Post-Office Savings Banks ; from *Dr. Neilson Hancock*.
 On the Temporary and Permanent Business of Friendly Societies, by W. L. Hancock ; from *Dr. Neilson Hancock*.

APPENDIX H.

EXTRACTS FROM THE CONSTITUTION AND BY-LAWS OF THE
NEWBURGH ORGANIZATION FOR IMPROVING THE CON-
DITION OF THE POOR, (BRANCH OF THE STATE CHAR-
ITIES AID ASSOCIATION).

* * * * *

The organization shall be composed of both men and women. Any person may become a member by signing the pledge to abstain from indiscriminate alms-giving, as given in the by-laws of the organization, and by subscribing annually one dollar, or more.

The affairs of the organization shall be governed by a Board of Managers, consisting of nine persons, who shall meet once a month, from October to May, inclusive. * * *

The officers of the Board shall consist of a President, a Secretary, and a Treasurer.

The President shall be elected annually by ballot, at the annual meeting of the Board of Managers. * * *

The Secretary shall be appointed and removed at pleasure by the Board of Managers.

The Treasurer shall be elected by ballot at the annual meeting of the Board of Managers. * * *

It shall be the duty of the Secretary to be in daily attendance at the office of the organization to refer all applicants to the District Visitors.

In case of temporary absence of a visitor, the Secretary shall visit the applicant when requested to do so by any member of the Executive Committee. * * *

From June to October the Secretary shall inquire into any case of destitution which may be referred to him by any District Visitor, and in the absence from Newburgh of every member of the Executive Committee, shall decide upon the amount of relief to be rendered.

The Treasurer shall collect and have charge of the funds of the organization, and shall keep a regular account thereof. He or she shall pay all bills endorsed by the President, and shall make monthly and annual reports of the condition of the treasury at the regular meetings of the organization.

There shall be an Executive Committee of four members, nominated at the annual meeting by the President, from members of the Board of Managers. The President shall at any time have power to fill vacancies on this committee. The Chairman of the "Employment Bureau," shall

be an ex-officio member of the Executive Committee, and shall be entitled to a vote.

The Executive Committee shall appoint District Visitors from among the members of the organization, each visitor to visit the poor of the district assigned to him or her. The number of districts for the city and town of Newburgh with their respective boundaries defined, shall be stated in the By-laws.

The Executive Committee shall meet with the Visitors, weekly from October to May, inclusive, to receive their reports and to decide upon the character and amount of relief, if any, which each applicant shall receive.

In urgent cases the visitor is allowed to give relief until the day following the weekly meeting of the Executive Committee, after which the giving or withholding of relief rests for decision with the Executive Committee. In its decisions this committee shall always endeavor to keep in view the principles of helping the poor to help themselves, of withholding alms which may do harm, of giving such advice and assistance as may be of permanent benefit to the recipients. The committee shall give each case careful consideration and shall communicate its decision to the applicant through the District Visitor.

This committee shall place itself in correspondence with the Almshouse Commissioners and obtain from them the names and residences of those persons in receipt of official out-door relief.

It shall compare reports with those of other charities with whom it may be in correspondence, examine vouchers for bills rendered, correct errors, if any, and pass all bills endorsed by the President to the Treasurer for payment. The committee shall keep a record of all found unworthy, and also of all children not attending school.

It shall be the duty of the District Visitor to investigate each case of destitution in his or her district, and if found in great distress, the applicant may be relieved by an order for edibles.

Each visitor shall keep a record in the note-book provided by the Executive Committee for the purpose. Answers to the printed questions contained in it should be sought and carefully noted, as well as any information which may be obtained bearing upon the occupations of the applicant and his or her means of sustenance.

The Visitor shall report to the Executive Committee at the weekly meetings, the needs, condition, and habits of all persons and families visited, and the amount of relief given.

The Visitor shall be prepared to investigate any case referred to him or her from the first of October to the first of June, and in case of inability to attend to his or her duties must notify the Secretary.

Relief in money must never be given by the Visitor, unless approved by the Executive Committee, and upon an order on the Treasurer endorsed by the President.

A Committee on Education shall be appointed annually by the Board

of Managers from its members to investigate into cases reported by the Visitors ; where children are not attending school, such cases to be made special object of care.

The committee shall appeal to the Board of Education to enforce the requirements of the law in behalf of these children.

All members of churches making application for relief must be referred to their pastor for his recommendation to the Visitor, that the organization may not duplicate relief and interfere with Church charity.

EXTRACTS FROM BY-LAWS :

* * * * *

The following is the text of the pledge as provided for by Article II:—

"I hereby subscribe one dollar or more annually, pledging myself as a member to abstain from indiscriminate giving at my door or on the road."

Any citizen is requested to refer all applicants not known to him or her, to the Secretary of the Organization, who will direct the same to the appointed Visitor of the District to which they represent themselves as belonging.

* * * * *

A committee from the "Employment Bureau," a branch of the organization, shall be requested to meet with the Board of Managers on the first Monday of each month from October to May inclusive, to report the work done in co-operation with the organization.

The Chairman of the "Employment Bureau" shall be ex-officio a member of the Executive Committee, and as such shall be entitled to a vote.

Grocers dealing in liquors must not be appointed to furnish edibles for the organization, and it is advisable that the Visitor should not belong to the family of the grocer.

* * * * *

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Mrs. J. N. Weed.

" W. L. F. Warren.

**Newburgh Organization for
Improving the Condition of
the Poor.**

Mrs. W. M. Fellows, *President*.

" H. K. Brown, *Treasurer*.

Peter Eager, *Secretary*.

Mrs. Dr. Brick.

Rev. Samuel Carlisle.

Hon. W. W. Carson.

Miss J. Cochrane.

Mrs. W. H. Callahan.

Miss A. L. Delano.

Mrs. J. N. Dickey.

" C. A. Drake.

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Rev. W. H. Gleason.

Mrs. Dr. I. Garrison.

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Rev. W. K. Hall.

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Miss Ellen Heyer.

" E. Z. Haigh.

Mrs. W. Jordan.

Miss A. L. Kimball.

Mrs. M. L. Lee.

" Lawrence.

Hon. J. J. Monell.

Mrs. G. G. Meeklem.

Miss E. Sterns.

" P. Townsend.

Mrs. J. N. Weed.

Miss A. Wilson.

For Otsego Co.

Rev. Mr. McHarg, *President*.

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Miss Susan F. Cooper, } *Vice-*

Mr. W. V. Phinney, } *presidents.*

Mr. A. H. Palmer, *Rec. Secretary.*
 Mrs. F. Graham Lee, *Corr. Secretary.*
 " G. P. Keese.
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 " H. F. Phinney.
 " P. W. Winne.
 Miss A. W. Phinney.
 Mrs. R. Sleeve.
 " S. S. Edick.
 Miss P. F. Cory.
 Mrs. C. K. McHarg.
 " S. N. Nelson.
 Dr. F. A. Johnston.
 Dr. H. Lathrop.
 Mr. E. Phinney.
 Dr. L. H. Hills.
 Mrs. John Worthington.
 " Dr. Hills.
 " S. H. Bowen.
 " J. F. Scott.
 " Ann Terry.
 " Dr. Willetts.
 " John Worthington.
 F. G. Lee.
 Mrs. R. Cooper.
 " H. J. Bowers.
 " F. H. Lee.
 Mr. S. A. Bowen.
 Miss Charlotte Cooper.
 Hon. S. S. Edick.
 Mrs. Fayette Hinds.
 Mr. Rathbun.
 Mrs. S. M. Shaw.
 Rev. Mr. Vaburg.
 Mrs. A. H. Watkins.
 Rev. Mr. Clarke.
 " Mr. Dewitt.
 Mr. G. W. Ernst.
 " H. B. F. Murdock.
 " F. B. Savage.
 " H. Sturgis.
 Rev. Mr. Waite.
 Mrs. A. H. Watkins.

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 Miss Cornelia King, *Vice-president.*
 " Henrietta Titus, *Secretary.*
 Mrs. Peter C. Barnum.
 " Mary Baldwin.
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 Mrs. Geo. W. Bergen.
 " Daniel Bogart.
 " Richard M. Bowne.
 Rev. Theo. F. Burnham.

Miss Annie Clowes.
 Mrs. Isaac H. Cocks.
 " Alice Cowell.
 Rev. Samuel Cox.
 Mrs. John Fowle.
 Mr. Benj. D. Hicks.
 " John D. Hicks.
 " Stephen R. Hicks.
 Mrs. Edwin A. Hopkins.
 Mr. Edwin A. Hopkins.
 Mrs. Humbert.
 " John Keese.
 Mr. John Keese.
 Miss Mary R. King.
 Rev. Wm. H. Moore.
 Mrs. Wm. H. Moore.
 " C. W. Mulford.
 Miss G. D. Onderdonk.
 Mrs. Robert B. Parsons.
 " James B. Parsons.
 " Mary R. Pell.
 Miss Kate Post.
 Mrs. H. B. Price.
 Miss K. M. Riddell.
 " Eliza H. Salt.
 Mrs. Edward H. Seaman.
 Mr. Edward H. Seaman.
 Miss Mary E. Seaman.
 Mrs. Annie T. Shotwell.
 Rev. Geo. W. Smith.
 Mrs. Geo. W. Smith.
 " Delia Smith.
 Miss Sarah P. Titus.
 Miss Emily N. Valentine.
 " Susie Valentine.
 Mr. Thos. Warren.
 Miss Addie S. Weeks.
 Mrs. Isaac S. Willets.
 Mr. Robert Willets.
 " Richard M. Bowne.
 Miss Libbie Spooner.
 Mr. Isaac H. Cocks.
 Miss Maria S. Spooner.
 Rev. Chas. E. Glover.
 Dr. Chas. H. Barker.
 Rev. Chas. W. Turner.
 " Franklin Noble.

For Richmond Co.

Rev. James S. Bush, *President.*
 Mrs. M. L. Harrison, *Secretary.*
 Miss Barrett.
 " Irene Barrett.
 " Harriet Barrett.
 Mrs. G. W. Curtis.

Mrs. W. A. Collins.
 Miss B. Brownlee.
 " Louisa Corson.
 " Lena A. Dicks.
 " E. T. Disosway.
 " C. A. Duer.
 " H. R. Duer.
 Rev. Mr. Enyard.
 Mr. N. Floyd.
 Mrs. N. Floyd.
 " E. M. Ford.
 " F. Fake.
 Rev. J. M. Greene.
 Mrs. S. H. Gay.
 Miss M. W. Henderson.
 Mrs. N. M. Heal.
 " Haskell.
 " W. T. Johnson.
 " C. H. Ingalls.
 " Ludlow.
 " C. R. Lowell.
 Mr. T. R. Leeds.
 " Martin.
 " E. B. Merrill.
 Miss Harriet Moore.
 " Mundy.
 Mr. James McKeon.
 Miss G. McNamee.
 Mrs. C. A. Moore.
 " G. A. Middlebrooks.
 Mr. Robert Rayner.
 Mrs. F. R. Routh.
 Mr. E. B. Stevens.
 Miss Sturgis.
 Mrs. F. G. Shaw.
 " A. W. Sexton.
 " Stoll.
 " J. D. Vermeule.
 " S. V. Vedder.
 " Van Tassel.
 Mr. G. H. Wooster.
 Mrs. G. H. Wooster.
 Mr. L. D. White.
 Miss Winthrop.
 " Whittemore.

For Sullivan Co.

Rev. H. A. Harlow, *President*.
 Mrs. H. Hammond,
 Rev. C. F. Canedy, } *Vice-*
 Hon. C. V. R. Ludington, } *pres'ts.*
 George McLaughlin, Esq., }
 Miss Minnie Royce, *Rec. Secretary*.
 Mrs. E. W. Houghton, *Correspond-*
 ing Secretary.

Mrs. H. A. Harlow.
 " Wm. H. Cady.
 " Seth Royce.
 Miss Mary Canedy.
 " Nannie Royce.
 Mrs. S. B. Stoddard.
 Miss Isabella Frayer.
 David H. Decker, M.D.
 Mrs. Giles Benedict.
 " J. De Roosa.
 " Stephen Royce.
 Mr. Wm. H. Cady.
 Mrs. George McLaughlin.
 " M. Thornton.
 " Jas. L. Stewart.
 Rev. C. F. Kennedy.
 Mr. John Waller.
 Rev. R. H. Kelly.
 Miss Margaret Frayer.
 Mr. James Strong.
 " William Thornton.
 " George Barnum.
 " George Beebe.
 " George Billings.
 " Chas. Burnham.
 Dr. Hasbrouck.
 Mr. Richard Oakley.
 " J. A. Thompson.
 " F. G. Snook.
 " H. A. St. John.
 " E. Bennett.
 Miss H. Jones.
 Mr. G. Beebe.
 " E. W. Fairchild.
 " Stoddard Hammond.
 " F. G. Snook.
 " I. P. Tremaine.

For Tompkins Co.

Miss J. L. Hardy, *President*.
 Prof. W. C. Russell,
 Mrs. A. D. White, } *Vice-*
 Rev. C. M. Tyler, } *presidents.*
 Mrs. C. M. Titus,
 " Geo. W. Apgar, *Rec. Secretary*.
 " Calvin D. Stowell, *Correspond-*
 ing Secretary.
 " George McChain.
 " E. T. Turner.
 " H. V. Bostwick.
 Miss M. E. Williams.
 Mrs. Milo Goodrich.
 " J. P. McGraw.
 " S. H. Winton.
 " C. Andrews.

Mrs. E. J. Morgan.
 " S. H. Peck.
 Mr. E. T. Turner.
 Mrs. J. B. Sprague.
 " W. Hunt.
 " H. N. Williams.
 Mr. Wm. L. Bostwick.
 Miss L. W. Phillips.
 Prof. Z. B. Potter.
 Mrs. Dudley F. Finch.
 " Wilmot.
 " D. B. Stewart.
 " Peter Apgar.
 " W. C. Russel.

For Ulster Co. (New Paltz.)

Rev. Dr. Peltz, *Pres.*
 Miss Antoinette Du Bois, } *Vice-*
 Rev. Dr. Carter, } *pres'ts.*
 Mr. Edmund Eltinge, }
 Miss Maggie Le Fevre, *Recording*
 Secretary.
 " Maggie Hasbrouck *Correspond-*
 ing Secretary.
 Mrs. M. E. Lord.
 " Rev. Dr. Peltz.
 " Jesse M. Eltinge.
 Miss Frank Eltinge.
 " Sarah Peltz.
 Mrs. J. J. Hasbrouck.
 Miss H. Hasbrouck.
 Mrs. A. Deyo.
 " S. Judkins.
 Miss J. Schoonmaker.
 Mrs. Dr. Reeve.
 Mrs. Rev. Dr. Carter.
 Rev. Dr. Carter.
 Dr. Reeve.
 Mrs. Henry H. Eltinge.
 Miss Edna Woolsey.
 Mrs. O. C. Hasbrouck.
 Miss Ida F. Woolsey.
 Mr. Jacob M. Hasbrouck.
 Mrs. A. V. N. Eltinge.
 " Daniel Schoonmaker.

For Ulster Co. (Kingston.)

Rev. Dr. Waters, *President.*
 Mrs. G. H. Sharpe, }
 Miss Dougherty, } *Vice-*
 Mrs. C. M. Ryan, } *presidents.*
 " P. Masten,
 " Brigham,
 " D. G. Lindsley,
 " R. Bernard,

Mrs. Jervis McEntee, *Record. Sec-*
 retary.
 Mrs. Julia Dillon, *Corr. Secretary.*
 Mr. B. L. Broadhead.
 Miss Lillie Burgess.
 Mrs. James Boothe.
 Mr. W. B. Crane.
 " G. W. Dunn.
 Mrs. W. B. Fitch.
 " Dr. Frisselle.
 " J. H. Hardenburgh.
 " Charles Hardenburgh.
 " Geo. Hibbard.
 Miss McEntee.
 Mr. Jas. S. McEntee.
 " Jas. O. Merritt.
 Mrs. E. B. Newkirk.
 " W. H. Reynolds.
 " Ryon.
 Mr. Stone.
 Mrs. A. Shufeldt.
 Mr. J. R. Stebbins.
 Mrs. Judge Schoonmaker.
 Mr. Geo. A. Shufeldt.
 Mrs. W. Townsend.
 " E. Tompkins.
 Mr. F. A. Waters.
 Miss Wynkoop.
 Col. Westbrook.
 Miss T. A. Young.

For Westchester Co.

Hon. Thos. Nelson, *President.*
 Mrs. Frank Vincent, *Vice-presi-*
 dent.
 Mr. Chas. W. Woolsey, *Secretary.*
 Mrs. H. Birney.
 Miss E. O. Butler.
 Mrs. Marlborough Churchill.
 " James B. Colgate.
 " Pierre Van Cortlandt.
 " E. B. Cobb.
 Mr. Frederic W. Guiteau.
 " S. P. Holmes.
 Mrs. M. C. Hussey.
 " D. A. Lindley.
 " W. H. Robertson.
 Miss Anna Rockwell.
 Mrs. J. T. Terry.
 " Roswell Skeel.
 " G. E. Vanderburg.
 " John E. Williams.
 " H. R. Worthington.
 Mr. J. B. Wright.

For Yates Co.

Mrs. L. B. Ayres, *President*.
 " N. R. Long, } *Vice-*
 " E. M. Weber, } *presidents.*
 Miss E. Rosenbury, *Secretary*.
 Mrs. Geo. Bruen, *Treasurer*.
 " James Derry.
 " H. S. Easton.
 " L. Gage.
 " W. P. Gaylord.
 " D. Gray.

Mrs. B. L. Hoyt.
 " F. S. Jillett.
 " C. G. Judd.
 " D. Lanning.
 " J. M. Latimer.
 " C. Legg.
 " Judge Lewis.
 " C. McFarren.
 " Deacon Moore.
 " C. C. Shepard.
 " W. Waddell.

ANNUAL SUBSCRIPTIONS
TO THE
STATE CHARITIES AID ASSOCIATION.

From March 23d to December 31st, 1875.

Mr. L. H. Adams.....	\$5 00
" B. Aymar.....	10 00
Dr. C. R. Agnew.....	50 00
Mrs. Wm. B. Astor.....	10 00
" T. M. Adams.....	5 00
Mr. R. T. Auchmuty.....	100 00
Gen. F. C. Barlow.....	10 00
Mr. H. L. Burnett.....	5 00
Mrs. James A. Brown.....	10 00
Mr. George S. Bowdoin.....	10 00
" J. F. Bamberger.....	10 00
Miss R. Butler.....	5 00
Mrs. Geo. F. Betts.....	5 00
Mr. G. V. N. Baldwin.....	5 00
Mr. Geo. W. Curtis.....	10 00
Mrs. Geo. W. Curtis.....	10 00
" Isaac U. Coales.....	5 00
" Wm. L. Chamberlain.....	10 00
" J. W. Chanler.....	10 00
" Brockholst Cutting.....	5 00
Mr. S. V. R. Cruger.....	10 00
Mrs. R. Colgate.....	15 00
Mr. W. I. Clark.....	10 00
Mrs. Wm. Coleman.....	10 00
Miss A. P. Cary.....	15 00

Miss E. G. Cary.	\$10 00
Mr. Lucius Cary.	5 00
Mr. C. E. Detmold.	50 00
Mrs. D'Oremieulx.	5 00
Dr. W. H. Draper.	30 00
Mrs. J. Draper.	5 00
Miss Draper.	10 00
" F. Draper.	5 00
Mr. J. W. Ellis.	10 00
" G. Einstein.	10 00
Mrs. D. D. Field.	10 00
Hon. John Fitch.	5 00
Mrs. H. S. Fearing.	5 00
Mr. J. J. Fisher.	10 00
" M. Fochleiner.	10 00
Mr. M. H. Grinnell.	5 00
Mrs. Irving Grinnell.	5 00
Mr. Irving Grinnell.	5 00
Mrs. C. R. Green.	5 00
Miss E. R. Henderson.	5 00
" M. Henderson.	5 00
" E. H. Hyde.	10 00
Mr. W. A. Haines.	5 00
" S. S. Howland.	10 00
Mrs. H. E. Howland.	5 00
" M. Howland.	5 00
Miss Hosack.	10 00
Mrs. W. A. Hadden.	25 00
" L. M. Howland.	5 00
Miss Heyward.	5 00
Mr. J. Heller.	10 00
Miss Adele Hunter.	10 00
Mrs. Lydig M. Hoyt.	10 00
Mr. E. R. Jones.	10 00
Mrs. Julian James.	5 00
" F. R. Jones.	5 00
" James.	5 00
Miss E. S. Jones.	10 00
" L. S. Jones.	10 00
Mrs. Colford Jones.	10 00

Mr. John Knowler.....	\$10 00
Miss Jane Knowler.....	10 00
Mr. M. Keyser.....	10 00
Miss R. B. Long.....	5 00
Mrs. David Lydig.....	5 00
Mrs. N. Ludlum.....	10 00
Mr. W. H. Lewis.....	10 00
Mrs. L. Lorillard.....	25 00
Mr. S. J. Leesem.....	10 00
Mrs. C. R. Lowell.....	50 00
Mrs. D. H. McAlpine.....	25 00
Mr. J. P. Morgan.....	10 00
Miss S. E. Minton.....	10 00
Mrs. A. M. Minturn.....	50 00
Miss E. S. Minturn.....	50 00
Mrs. L. P. Morton.....	10 00
Mr. J. Moses.....	10 00
" Philip Miller.....	5 00
Mrs. Nathan.....	15 00
Mr. J. Nathan.....	10 00
Miss E. North.....	5 00
Mr. F. L. Olmsted (May, 1875).....	10 00
" F. L. Olmsted (Dec., 1875).....	30 00
Mrs. James Otis.....	10 00
Miss C. H. Patterson.....	3 00
Mrs. Edwin Parsons.....	5 00
" J. Neilson Potter.....	10 00
Mr. Temple Prime.....	10 00
" A. J. Peabody.....	30 00
" Alfred Pell.....	30 00
" Royal Phelps.....	20 00
Mrs. Ed. T. Potter.....	5 00
Mr. Chas. L. Perkins.....	20 00
Miss M. Post.....	5 00
Mr. H. E. Pellew.....	10 00
Mrs. Clarence Pell.....	5 00
Mr. A. C. Richards.....	10 00
Mr. Rylance.....	5 00
Mrs. L. Rutherford.....	10 00

Mr. W. B. Rice.....	\$10 00
Miss E. K. Rodgers....	5 00
Mr. J. A. Roosevelt.....	30 00
Mrs. Geo. A. Robbins.....	10 00
Mr. H. Rice.....	10 00
Mrs. John A. Robinson....	5 00
Mr. James F. Ruggles	5 00
Mr. F. A. Schermerhorn (April, 1875).....	10 00
“ F. A. Schermerhorn (Dec., 1875).....	100 00
Mrs. John A. Stevens.....	10 00
“ H. B. Smith.....	5 00
Mr. G. M. Smith.....	5 00
“ Ed. T. Snelling.....	5 00
Mrs. H. W. Smith.....	5 00
Mr. Shattuck.....	10 00
Mrs. John Sherwood.....	5 00
Miss L. L. Schuyler.....	10 00
Mrs. L. P. Siebert.....	5 00
Mr. N. Strauss.....?	10 00
“ L. Stix.....	10 00
“ A. Steinmann.....†	10 00
“ M. Schlein.....	10 00
Mr. G. F. Talman.....	20 00
“ H. M. Taber.....	5 00
Mrs. W. Tompkins.....	5 00
“ P. A. Thorne.....	10 00
Mrs. A. Van Rensselaer.....	5 00
Mr. C. S. Weyman.....	5 00
“ J. K. Warren.....	5 00
Mrs. J. Wolfe.....	5 00
“ J. Wetmore.....	10 00
Dr. W. G. Wylie.....	10 00
Mrs. Grenville Winthrop.....	5 00
Total.....	<u>\$1,668 00</u>

DONATIONS TO THE STATE CHARITIES AID ASSOCIATION.

From March 23d to December 31st, 1875.

Col. T. B. Arden.....	\$5 00
Mr. Arthur Amory.....	5 00
Dr. John G. Adams.....	10 00
Mr. B. Aymar.....	100 00
Mr. Geo. S. Bowdoin.....	25 00
C. D. B.....	5 00
Mrs. I. T. Burden.....	10 00
Mr. Sam. P. Blagden.....	10 00
" Jas. G. Bennett.....	50 00
" Wm. C. Bryant (March, 1875).....	20 00
" Wm. C. Bryant (Dec., 1875).....	30 00
" W. P. Bradford.....	20 00
Mrs. G. Bell.....	5 00
Mrs. Wm. F. Coles.....	10 00
" Geo. C. Colles.....	5 00
" L. C. Clark.....	10 00
Gen. Cullum.....	10 00
Mrs. W. B. Crocker.....	10 00
" J. W. Chanler.....	15 00
" R. L. Cutting.....	10 00
" G. A. Crocker.....	10 00
Miss A. P. Cary.....	10 00
Mrs. H. Draper.....	5 00
" S. B. Dana.....	5 00
Mrs. L. H. Eddy ..	50 00
Dr. J. H. Emerson.....	5 00
Mr. R. S. Ely.....	20 00
Miss Ferguson.....	20 00
Mrs. C. G. Francklyn.....	20 00
Mr. Benj. H. Field.....	10 00
Miss Gelston.....	20 00
Mr. Theo. K. Gibbs.....	50 00
Mrs. Robert M. Grinnell.....	25 00
Mr. B. W. Griswold.....	10 00

Mrs. Robert Haydock.....	\$5 00
" J. Hitchcock.....	5 00
Dr. A. Jacobi.....	30 00
E. K.....	5 00
Mr. A. C. Kingsland.....	10 00
Mrs. Benj. Lord.....	5 00
" J. E. Lodge.....	50 00
" Woodbury Langdon.....	10 00
" J. Lentilhon.....	5 00
Mr. J. Lentilhon.....	5 00
" J. H. Livingston.....	10 00
" R. J. Livingston.....	80 00
Mrs. Geo. H. Morgan.....	10 00
Mr. Wm. H. Macy.....	10 00
Mrs. Matthew Morgan.....	20 00
Miss Nash.....	20 00
Mr. Thos. Olcott.....	100 00
" F. L. Olmsted....	20 00
Dr. Willard Parker.....	20 00
Mr. Geo. Powers.....	10 00
Mr. Royal Phelps.....	100 00
Dr. E. R. Peaslee.....	10 00
Mr. O. B. Potter....	100 00
" Henry Parish.....	10 00
Mr. J. A. Roosevelt.....	25 00
Miss L. Rhinelanders.....	5 00
Mr. F. R. Rives.....	25 00
Mr. W. W. Stewart.....	25 00
" B. Schlesinger.....	50 00
Messrs. R. L. & A. Stuart.....	100 00
Mr. David Stewart.....	10 00
A. S.....	10 00
Mrs. Strecker.....	10 00
D. G. T.....	5 00
Mrs. John T. Terry.....	5 00
Mr. Jas. Tinker.....	25 00

Mrs. D. Torrance.....	\$10 00
“ H. A. C. Taylor.....	10 00
“ C. N. Talbot.....	20 00
Mrs. Elizabeth Ward.....	50 00
Miss M. Warren.....	5 00
T. W.....	6 00
Mrs. Sidney Webster..	20 00
Mr. A. M. White.....	25 00
“ Robert Winthrop.....	10 00
Miss J. S. Woolsey, (April, 1875).....	25 00
“ J. S. Woolsey, (Dec., 1875).....	25 00
Mrs. John Watson.....	5 00
J. V. W.....	5 00
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Total	\$1,786 00

CONSTITUTION AND BY-LAWS
OF THE
State Charities Aid Association.

ADOPTED MAY 11, 1872.
AMENDED JANUARY 27, 1876.

ARTICLE I.

THE Name of this Association shall be the STATE CHARITIES AID ASSOCIATION.

ARTICLE II.

The Objects of the Association shall be : 1st. To promote an active public interest in the New York State Institutions of Public Charities, with a view to the physical, mental, and moral improvement of their pauper inmates. 2d. To make the present pauper system more efficient, and to bring about such reforms in it, as may be in accordance with the most enlightened views of Christianity, Science, and Philanthropy.

ARTICLE III.

The Association shall make an Annual Report on the first day of March to the New York State Board of Charities.

ARTICLE IV.

The Association shall be composed of both men and women.

ARTICLE V.

The Officers of the Association shall consist of a President, a First Vice-president, a Second Vice-president, a Third Vice-president, a Treasurer, a Secretary, a Corresponding Secretary, and a Recording Secretary. They, excepting the Secretary, shall be elected for the year by a two-thirds vote, by ballot, of members present at the annual meeting. The Secretary shall be appointed and removed by the Executive Committee. In case of the death or resignation of an officer, excepting the Secretary,

a successor for the remainder of the year may be elected by a two-thirds vote, by ballot, of members present at any regular monthly meeting of the Association, two weeks' notice having been previously given in writing to all members by the Secretary.

Officers shall be ex-officio members of all Standing Committees.

ARTICLE VI.

The President shall preside at all meetings of the Association, or appoint a presiding officer from among those members of the Association present; shall appoint the members of Standing Committees; shall call Special Meetings at discretion or upon the written request of three members; shall appoint special committees, and shall have the objects and general interests of the Association in charge. The President shall, once every year, appoint an Auditing Committee to examine and report upon the accounts of the Association. This Committee shall consist of three gentlemen, not members of the Association.

ARTICLE VII.

The First, Second, and Third Vice-presidents, in the order named, shall, in the absence of the President, perform the ordinary duties of the President.

ARTICLE VIII.

The Corresponding Secretary and the Recording Secretary shall do such writing as may be required, under the general direction of the Secretary.

ARTICLE IX.

The Secretary shall be the Chief Executive Officer of the Association, solely responsible for the management of its affairs, under such general rules and orders as shall be adopted by resolution of the Executive Committee. It shall be the special duty of the Secretary, in the first place, to bring about, by correspondence and personal visitation, the organization of Visiting Committees, auxiliary to this Association, for every Institution of Charity supported by the public funds in the State of New York, and afterwards to maintain such correspondence with, and obtain such returns from them, as shall be necessary to the furtherance of the objects of the Association.

The Secretary shall keep minutes of the proceedings of all the meetings of the Association and of the Executive Committee; shall give notice of all meetings; shall receive and file the reports of the different committees, and keep any accounts and records of the Association that may be required.

The Secretary shall obtain money needed to meet the expenses of the

Association by written requisition, countersigned by a member of the Executive Committee, upon the Treasurer, and shall account for the same at the monthly meetings of the Executive Committee, and at the annual meeting of the Association.

The Secretary shall make written monthly and annual reports to the Executive Committee.

ARTICLE X.

The Treasurer shall have charge of the funds of the Association; shall keep a regular account thereof, and make monthly and annual Reports of the condition of the treasury at the regular meetings of the Association.

ARTICLE XI.

There shall be an Executive Committee, composed of the Officers of the Association, excepting the Secretary, and the Chairmen of the Standing Committees. It shall hold meetings just previous to the regular monthly meetings of the Association, and oftener if desirable; it shall elect its own Chairman annually, just after the annual meeting of the Association, and make its own By-Laws; shall report in writing at the monthly meetings, and shall make a written Annual Report for the Association to the New York State Board of Charities.

It shall be the duty of this committee to define and adopt such course of action as may best promote the objects of the Association, and to devise ways and means for increasing the usefulness and efficiency of the Association.

It shall have authority to enforce the observance by all members of the Articles of the Constitution and By-Laws of the Association.

It shall provide for the visitation by its members, from time to time, of the Institutions of Public Charities throughout the State.

This committee shall put itself into communication with the New York State Board of Charities.

ARTICLE XII.

There shall be six Standing Committees, as follows:

1. Committee on Children.
2. Committee on Adult Able-bodied Paupers.
3. Committee on Hospitals.
4. Committee on Out-door Relief.
5. Committee on Library.
6. Committee on Finance.

These committees shall elect their own chairmen, annually, just after the annual meeting of the Association, make their own By-Laws, and, under the general instruction of the Secretary, they shall

aid in the organization of, and correspondence with, the Visiting Committees.

They shall make written monthly and annual Reports of their work at the regular meetings of the Executive Committee and of the Association.

ARTICLE XIII.

It shall be the duty of the Committee on Children to inform itself of the number, present condition, plan of education, and ultimate disposition of the children in the Reformatories of this State, and in the State Institutions of Public Charities. It shall be the duty of this committee to urge upon the community the very great importance of enforcing such enlightened measures in the care and training of these children as may tend to effectually destroy hereditary pauperism in this State, and to best enable them to become useful citizens, and good men and women.

ARTICLE XIV.

It shall be the duty of the Committee on Adult Able-bodied Paupers to ascertain the number of able-bodied pauper men and women supported in the Alms-houses of this State, and the character and value of the labor, if any, performed by them. It shall be the endeavor of this committee to have the laws for the arrest and commitment of vagrants enforced; to advocate measures obliging all adult able-bodied paupers to work, thus relieving the industrious members of the community from the support of the idle; and to promote all well-directed efforts which tend to abolish beggary and vagrancy.

ARTICLE XV.

It shall be the duty of the Committee on Hospitals: 1st. To inform itself of the number and present condition of the sick, the inebriate, insane, blind, deaf-and-dumb, idiot and aged paupers in the New York State Institutions of Public Charities, and to urge the adoption of such measures as are best adapted to restore the health, alleviate the sufferings, secure the humane care and comfort, and contribute to the happiness of these afflicted and aged people. 2d. To collect and impart information in regard to the latest and most approved plans for the construction, ventilation and disinfection of hospitals and asylums; to prepare plans of organization for their kitchen, linen, laundry, and nursing departments, and to acquaint themselves with such hygienic and sanitary regulations as are in accordance with the most advanced views of the medical profession.

ARTICLE XVI.

It shall be the duty of the Committee on Out-Door Relief: 1st. To try

and secure co-operation between officials and volunteers in the administration of out-door relief, and to bring about such reforms in the present system, that it may conduce to the reduction of pauperism. 2d. To advocate those practical measures in behalf of the poor, which best promote self-support and self-respect, and which in exceptional seasons of distress shall so assist the worthy poor, that they may be saved from becoming paupers.

ARTICLE XVII.

It shall be the duty of the Committee on Library: 1st. To collect by means of donations to the Association such books and pamphlets as may, in the judgment of the committee, contain valuable information upon subjects connected with the objects and work of the Association and to make a catalogue of the same. 2d. To adopt a system by which the Library books may be available to all the members of the Association, as freely as may be consistent with a due regard for the preservation of the books.

ARTICLE XVIII.

It shall be the duty of the Committee on Finance to obtain the requisite funds for carrying on the purposes and work of the Association, and to deposit the same with the Treasurer.

ARTICLE XIX.

There shall be Visiting Committees for every Institution of Charity, supported by the public funds, in the State. These shall receive their appointment from the Executive Committee of this Association, through its Secretary.

The President and Secretary of all Visiting Committees are ex-officio Associate Managers of this Association, and are entitled to vote at any of the regular meetings of the Association. They shall make monthly and annual Reports of the work of their Committees to the Secretary of the State Charities Aid Association. They shall correspond with the State Charities Aid Association, and shall work under its control and by its direction.

ARTICLE XX.

Advisory Members must be residents of the City of New York. Their duties shall be to further the objects of the Association, by advice and active assistance, whenever called for by the Executive Committee. They are entitled to vote at any of the meetings of the Association.

ARTICLE XXI.

Associate Members must be residents of the State but not of the City of New York. They shall assist in the organization of Committees

auxiliary to the Association, and shall advocate the principles and further the interests of the Association in their respective counties.

ARTICLE XXII.

Corresponding members must not be residents of the State of New York. They are not responsible for any action taken by the Association, nor are they obliged to adopt the principles advocated by the Association. They are requested to send the Secretary, from time to time, information bearing upon the objects of the Association.

ARTICLE XXIII.

Eleven members shall constitute a quorum at any meeting of the Association. Members, Advisory Members, Associate Members, and Corresponding Members may be admitted by a two-thirds vote of members present at any regular meeting of the Association, the name of the proposed member having been sent to the Chairman of the Executive Committee two weeks before the meeting.

The Chairman shall submit the name of the proposed member to the Executive Committee to be voted upon, and subsequently, if approved by a two-thirds vote, to the vote of the Association.

The failure of any member to attend three consecutive monthly meetings without giving notice to the Secretary, may be considered by the President as equivalent to a resignation.

Associate and Corresponding Members may attend the regular meetings of the Association, and, upon invitation of the President, may take part in the proceedings, but shall not be entitled to vote.

ARTICLE XXIV.

The By-laws, Rules, and Regulations adopted by the different committees, must be in accordance with, and subordinate to, the Constitution and By-laws of the Association. The By-laws of the Association must be in accordance with, and subordinate to, the Articles of the Constitution. The By-laws of the Association may be amended by a two-thirds vote of members present at any regular monthly meeting of the Association.

ARTICLE XXV.

This Constitution may be amended by a two-thirds vote of members present at any regular meeting of the Association, intention to move the proposed amendment having been handed in to the Secretary three weeks previous to the meeting. The Secretary shall send to each member of the Association, who is a resident of the City of New York, two weeks' notice of this meeting, with a written copy of such proposed amendment. To constitute a quorum at this meeting, two-thirds of these members must be present.

BY-LAWS.

NO. 1.—ORDER OF BUSINESS.

THE following shall be the Order of Business at the regular meetings of the Association :

1. The Secretary shall read the minutes of the last preceding meeting. Action thereon.
2. Report of the Treasurer, and action thereon.
3. Reports, if any, of other Officers, and action thereon.
4. Report of Executive Committee, and action thereon.
5. Reports of Standing Committees, and action thereon.
 - a. On Children.
 - b. On Adult Able-bodied Paupers.
 - c. On Hospitals.
 - d. On Out door Relief.
 - e. On Library.
 - f. On Finance.
6. Reports of Special Committees, if any, and action thereon.
7. Reports of County Committees.
8. Unfinished business.
9. New Business.

The President may read, in such order as may seem best, any written communications, or selections from printed matter, bearing upon the work of the Association.

NO. 2.

At any Special Meeting of the Association, the business for which the meeting has been called shall be transacted, and no other business.

NO. 3.

At meetings of the Executive Committee three members shall constitute a quorum. -/

NO. 4.

Manuscripts, designed for publication, must come before the Executive Committee, before being submitted to the vote of the Association.

NO. 5.

The regular monthly Meetings of the Association shall be held on the second Thursday of every month, from October to May, inclusive, at 8½ o'clock. The annual meeting of the Association shall be held on the second Thursday of February.

NO. 6.

The fiscal year of the Association shall be the calendar year.

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No. 14.

State Charities Aid Association.

FIFTH ANNUAL REPORT

OF THE

State Charities Aid Association,

TO THE

STATE BOARD OF CHARITIES

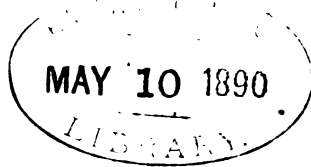
OF THE

STATE OF NEW YORK.

March 1, 1877.

NEW YORK:

6 EAST FOURTEENTH STREET.



Mrs. H. W. Foster

NO. '14.

State Charities Aid Association.

6 EAST 14TH STREET, NEW YORK.

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1877-78.

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Miss LOUISA LEE SCHUYLER.

Treasurer:

Mr. JOHN CROSBY BROWN, 6 East 14th st.

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Mrs. WILLIAM B. RICE.
Mr. FRED. LAW OLMSTED.
Mrs. C. R. LOWELL.
Mr. THEODORE ROOSEVELT.

Secretary:

Miss EDITH G. PUTNAM.

Corresponding Secretary:

Mrs. JOSEPH HOBSON.

Associate Secretary:

Miss S. E. MINTON.

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Mr. HOWARD POTTER, 37 E. 37th st.	Miss C. H. PATTERSON, 30 W. 20th st.
Mr. JOHN CROSBY BROWN, 59 Wall st.	Mr. JAMES ROOSEVELT, 37 William st.
Mrs. C. R. LOWELL, 120 E. 30th st.	Rev. H. C. POTTER, D.D., 804 Broadway.
	Mr. C. L. BRACE, 19 E. 4th st.
	Miss WOOLSEY, 53 E. 61st st.
	Mrs. R. M. HUNT, 49 W. 35th st.

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Mrs. F. R. JONES, *Secretary*, 34 E. 23d st.
Miss BECK, 40 W. 49th st.
Mr. C. L. BRACE, 19 E. 4th st.
Miss CARY, 267 Fifth avenue.
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Mrs. O. B. FROTHINGHAM, 50 W. 36th st.
Dr. JACOBI, 110 W. 34th st.
Mr. WM. MONTGOMERY, 14 Wall st.
Mr. ALFRED PELL, 18 E. 30th st.
Mr. HOWARD POTTER, 37 E. 37th st.
Rev. COTTON SMITH, D.D., 7 W. 10th st.
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Mrs. D. P. WOODBURY, 5 East 13th st.

On Adult Able-Bodied Paupers:

Mr. JAMES ROOSEVELT, *Chairman*, 37 William st.
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Mr. THOMAS C. ACTON, 170 Fifth av.
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Mr. C. D. GAMBRILL, 22 University pl.
Dr. ELISHA HARRIS, 58 Bible House.
Mrs. C. R. LOWELL, 120 E. 30th st.
Mr. C. H. MARSHALL, 38 Burling slip.
Mrs. ROGER M. SHERMAN, 20 Fifth av.
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Mr. WM. E. WORTHEN, 68 Bleecker st.

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 Dr. JOHN M. WOODWORTH, Marine Hospital, Washington.
 Miss WOOLSEY, 53 E. 61st st.
 Dr. W. GILL WYLIE, 29 W. 42d st.

On Out-Door Relief:

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1876-77.

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To Prepare a Plan for the Co-operation of Organized Charities Engaged in Out-door Relief in New York City.

Appointed by Board of United Charities.

Mr. HENRY RICE.
Rev. JOHN W. KRAMER, M.D.
Mr. FRANCIS A. STOUT.

Appointed by State Charities Aid Association.

Miss LOUISA LEE SCHUYLER.
Mr. FRED'K LAW OLMSTED.
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FIFTH ANNUAL REPORT
OF THE
State Charities Aid Association.

To the State Board of Charities :

GENTLEMEN—We have the honor of presenting to you the Fifth Annual Report of the State Charities Aid Association. It comprises the Annual Reports of our Standing Committees, and extracts from the Annual Reports of our County Visiting Committees. The latter are worthy of the most careful attention, and the accounts of progress made, notwithstanding many discouragements, are most gratifying. Indeed, the faithful persistency with which the County Committees pursue their work, grappling with the difficulties which accompany every attempt to substitute a new and better order of things for old-time custom supported by prejudice, commands our deepest admiration and respect.

The relation between the Association and its branches is one of mutual confidence and support, and the importance of the close connection existing between them, in its effect upon the work of both, cannot be over estimated. Keeping this fact in mind, we would call your attention for the first time to a rather exceptional feature in the organization of our Association. This is an attempt to meet a difficulty which has long been acknowledged by philanthropists of America and of Europe. The problem has been how to bring the best thought of the day, the results arrived at by men of science, political economists, students of pauperism, into practical application,

through those who have constant personal intercourse with the poor, and who, from the want of such knowledge, have often innocently been the means of increasing instead of diminishing pauperism. And not less do the students of social science need the assistance of those who are familiar with the characters and daily lives of the poor, gaining from them the information upon which to direct their thought and to base their theories, thus preventing these theories from becoming visionary and keeping them within the bounds of practical application. There should be no gap, no separation, between these two sets of earnest workers. Both are striving for the same objects, the alleviation of suffering and the diminution of pauperism; neither can work with the same efficiency alone; the thought and experience of each are needed by the other. We have attempted in planning our work to bridge over this gap, and to bring thinkers and doers together. The entire framework of our Constitution rests upon the recognition of this great need of uniting theory and practice; the best thought with the best application of it; of bringing the study into the poorhouse, the hospital, the homes of the poor; of bringing the sadness and suffering of poorhouse and hospital, the trials and temptations, the patient endurance of the poor into the study. Our Visiting Committees help our Standing Committees by reporting their experiences and difficulties, and our Standing Committees help our Visiting Committees by trying to devise measures by which those difficulties can be overcome; sometimes by bringing to bear upon them the latest and best scientific information obtainable from experts of this or other countries, sometimes by suggesting a radical change of system, but always keeping in view the practical working of the proposed remedy, and basing it upon the experience and needs of our Visitors. The practical value of the plan, as it has quietly developed itself year after year, for the past five years, is now beyond question, and it can no longer be regarded as an experiment.

The Annual Reports of the Standing Committees on

Children, Hospitals, Adult Able-bodied Paupers, Out-door Relief, Library and Finance, give detailed accounts of the work accomplished by these Committees during the past year, and are commended to your thoughtful consideration.

One unexpected result of the law removing from the Poor-houses of the State all children of sound mind and body, between the ages of three and sixteen years, has been its effect upon parents. The same class of persons who formerly placed their children in the poorhouses seem now desirous of keeping them at home, evidently fearing to lose sight of them when transferred to other institutions or placed out in families. The number of applications made by parents to the public authorities for the support of their children has diminished to a surprising degree, and is one of the beneficial results of the new law. The same result was noticed last year in England, in those Unions where the boarding-out system had been introduced.

The correspondence of our Hospital Committee has extended far beyond the limits of this State. The position accorded the Association as an authority upon hospital construction and management, including the organization of training-schools for nurses, by citizens of other States than our own, is most gratifying, and is entirely due to the able, thorough student-work of a few members of the Committee.

In regard to the disposition of vagrants we would ask your approval and furtherance of Assembly Bill No. 79, an act "to provide for the custody and reformatory treatment of vagrants," already reported favorably from the Judiciary Committee of the Assembly. This act has been carefully framed by our Committee on Adult Able-bodied Paupers. By reference to the text of the bill it will be noticed that the proposed workhouses to which tramps are to be committed, under the existing vagrant laws, are not simply places of confinement, but that they are meant to be self-supporting, and to include a reformatory treatment. The bill should be sustained upon humane and economical grounds.

The breaking up of the "revolver" or "rounder" system in

the city of New York is due to an investigation of station-house lodgers made by our Out-door Relief Committee. It was discovered that these vagrants begged during the day and slept at night in the different police station-houses of the city, taking these in turn. This mode of life was continued year after year, one person being found who had kept on "revolving" for seven years. Upon bringing these facts to the notice of the Police Commissioners, an order was issued last November closing the station-houses to the "revolvers," and ordering their arrest. They have been committed to the Workhouse on Blackwell's Island.

The same investigation revealed, however, that the station-house lodgers were not solely composed of tramps, but that unfortunate persons seeking employment were often obliged to apply to the police for shelter. To meet this need, for the station-houses had no fit accommodation, the New York Night Refuge Association was established, where homeless men and women can obtain a night's lodging and a meal, in return for a certain amount of housework or other labor performed by them as payment. The Night Refuge Association is composed of members of the Out-door Relief Committee and other gentlemen not connected with our Association, and has an entirely independent existence.

The very important subject of improved tenement-houses for the poor is being studied by our Out-Door Relief Committee. A Labor Exchange Bureau, much needed in this city, is also under consideration.

For the large class of pauper-poor whose present abject condition is caused by their own improvidence, their own want of temperate habits, caused also by our careless, selfish way of trying to help them by giving money alone, and not *money, time, and thought*, some present provision must be made. We cannot undo in a day the evil results of faulty systems of almsgiving extending over many generations. Nor should we condemn these without at the same time trying to substitute some better system.

A few general principles in regard to District Visiting among

the poor of cities were given in our Third Annual Report, and we repeat them now, believing the importance of the subject warrants such repetition, and also because the experience of the past two years has only confirmed our confidence in these principles. We do not claim that this system is the only one, but it represents the experience of many enlightened workers among the poor, and is the best we have to offer to-day :

“ 1. District Visiting among the poor, to be efficient, requires “ the co-operation of a large corps of volunteers ; large enough “ to give each visitor but few families or a small number of “ houses to visit.* These visitors should be men and women ; “ and the visitor should be required to visit regularly, and to “ possess accurate and detailed information of the circum- “ stances of each poor person visited.

“ 2. Visitors should not have the power of granting relief. “ This should be voted by a Board of Reference, to which the “ visitor should report. The relief voted may afterward be “ given by the visitor.†

“ 3. In providing relief this Board should carefully take “ into consideration the circumstances of each case, and the “ recommendations of the visitors, and should give such ad- “ vice and grant such relief as may tend, as far as possible, “ toward the eventual self-support of the recipient. Supply- “ ing work instead of alms ; loans instead of doles, will often “ prevent, in a crisis, the industrious poor from becoming “ paupers.

“ 4. Excepting for criminals as part of their penal servitude,

* The term “ house-to-house visitation,” so much used at present, is liable to be misunderstood. It does not mean that the district visitor should visit *every* house in the district, but only those tenements whence applications for relief have been received. To offer relief to persons who have not asked for it is a temptation we have no right to put in the way of the poor.

† In cases of emergency the visitor should be allowed to furnish relief until the day after the next meeting of the Board of Reference or District Committee, after which the giving or the withholding of relief rests with the Committee.

“and vagrants, the State should never undertake, outside of its almshouses, to provide work for unemployed workmen. The disastrous results of this experiment of National Workshops in France in 1790 and '91, and in 1830 and '48, need only be referred to. Private charity, on the contrary, should exert itself to find and provide work for the poor, in times of exceptional distress, this being one of the best forms it can take. Labor Exchange Bureaus will be found valuable.”

“5. For effective labor among the poor, information of what is being done for them by others is necessary to the District Visitor. A central point, or Bureau of Charities, to which all local charities, public or private, shall report, giving lists of their respective beneficiaries, and whence the information obtained shall be available to all workers among the poor, is indispensable.” *

The “Organization for Improving the Condition of the Poor” of Newburgh, N. Y., one of our branches, has been formed upon these principles. This is the third winter of its very efficient and satisfactory work.† The “Union Relief Association” of Springfield, Mass., has this winter been organized upon the same plan, and there is a growing tendency to adopt these principles of out-door relief in other cities.

The Joint Committee appointed last year by the Board of United Charities of this City and the State Charities Aid Association, to prepare a plan for the co-operation of organ-

* In cities of medium size but one Board of Reference or Central Committee is needed, but in large cities one would be required for each district. These districts should, as far as possible, follow the existing legal divisions of the city. In cities large enough for imposture to have become a profession, it will be found advisable for each District Committee to employ as Secretary a man of experience in dealing with the poor, part of whose duties shall be the preliminary investigation of all doubtful cases, before referring them to the volunteer visitors.

† The more important articles of the Constitution of the Newburgh Organization were printed in the Appendix of our Fourth Annual Report.

ized charities engaged in the administration of out-door relief in New York City, has not yet made its report.

Our little Library continues to receive donations of books and pamphlets upon subjects connected with our work; and we notice with pleasure an increase in the number of readers.

The Finance Committee reports the total receipts during the past year as \$3,472.50. The Association is entirely free from debt, but it requires an income of \$5,000 to enable it to pursue its work with greater efficiency.

The publications of the Association during the past year have been three, and are presented with this Report. Document No. 11, entitled "A Century of Nursing, with Hints toward the Organization of a Training School," is by a member of our Hospital Committee. It gives an historical account of the various systems of hospital nursing in this and in the different countries of Europe during the past century, ending with valuable suggestions for the organization of a Training School for Nurses. No. 12, a "Handbook for Visitors to the Poorhouse," and No. 13, a "Handbook for Hospital Visitors," are what their names imply, and it is hoped they will fill a need long felt by our visitors. They have been prepared with great care, and in their few pages and compact form will be found condensed, and in shape for practical application, the results arrived at by authorities upon hygiene and medical science. The first Handbook has been prepared by a Special Committee composed of members of the Association; the second Handbook is by a member of the Hospital Committee.

A complete list of the publications of the Association is appended.

No change in our method of work is contemplated. We hope during the coming year to continue the organization of Visiting Committees in those counties as yet without them, and otherwise to pursue our usual course of work.

We cannot conclude this report, gentlemen, without bearing testimony to the zeal and efficient efforts of those members of your Board whose field of duty lies within our view. Acting in concert with the Visiting Committees, your associates have

checked many abuses in our mismanaged Public Institutions of Charity, have brought about some improvements, and are entitled to the respect and gratitude of the entire community. The relations existing between these members of your Board and our Association are those of cordial co-operation in the work of reform we are both engaged in, and of mutual confidence and regard.

For the Association,

LOUISA LEE SCHUYLER,

President.

EDITH G. PUTNAM,

Secretary.

March 1, 1877.



Publications issued by the State Charities Aid Association.



- No. 1. Report of the Committee on Hospitals upon a Training School for Nurses to be attached to Bellevue Hospital, 1872.
- No. 2. First Annual Report of the Association to the State Commissioners of Public Charities of the State of New York, March 1, 1873.
- No. 3. Questions relating to Poorhouses, Hospitals, and Insane Asylums, prepared for the use of Visiting Committees, by John Ordranax, M.D., 1874.
- No. 4. Report of the Special Committee appointed to take active measures in regard to the erection of a New Bellevue Hospital, 1874.
- No. 5. Second Annual Report of the Association to the State Board of Charities of the State of New York, March 1, 1874.
- No. 6. First Annual Report of the Committee on Children, 1874.
- No. 7. Third Annual Report of the Association to the New York State Board of Charities, March 1, 1875.

- No. 8. Homes of the London Poor, by Miss Octavia Hill, 1875.
- No. 9. Suggestions for the Use of Committees on Children, 1875.
- No. 10. Fourth Annual Report of the Association to the New York State Board of Charities, March 1, 1876.
- No. 11. A Century of Nursing, with Hints toward the Organization of a Training School, by a member of the Hospital Committee, 1876.
- No. 12. Hand-book for Visitors to the Poorhouse, edited by a Special Committee, Frederick Law Olmsted, Chairman, 1877.
- No. 13. Handbook for Hospital Visitors, 1877.

ANNUAL REPORT
OF THE
COMMITTEE ON CHILDREN.

To the State Charities Aid Association:

DURING the past year the Committee on Children has watched with especial interest the action throughout the State of the law passed in April 1875, to remove all healthy children over three years of age from the County Poor-house. To let a child grow up in a Poor-house is equivalent to training him in the way in which he should *not* go, and the passage of the law abolishing the old system was unquestionably a great and much needed reform. The Committee is therefore glad to be able to report that the law is generally working well, and that although it is not always carried out as thoroughly as it should be, the condition of dependent children, particularly in the rural districts, is much improved.*

It was soon noticed, as one of the good results of the new law, that parents became less anxious to give up their children when they found that the State had ceased to keep boarding-houses for youthful paupers. Under the old system it was common for drunken and shiftless people to put their children for the winter into a Poor-house, taking them out in summer to lead a life of vagabondage, until the cold drove them into the hospitable leisure of the Poor-house again, there to associate with vagrants of all types and ages, and to reach the level of the lowest as surely as water running downhill. There was naturally a great outcry among this class of parents

* See Appendix A.

when they found that if, for instance, they sent a child to the familiar shelter of "the Island," it was transferred to some private institution with fixed rules and a reformatory system. This was so little what they wanted that in many cases they resolved to spite the State by keeping their children at home.

The registers of Randall's Island show that, during 1875, 1,081 children were received there; during the first month of 1876 the applications were as usual, but they afterwards decreased; so that the total number of children received in 1876 was 477, of whom 138 were diseased in mind or body, and were kept on the Island. The 339 who were healthy were sent by the Commissioners to the following institutions:

To the Catholic Protectory,	164
To the Institution of Mercy,	113
To the Juvenile Asylum,	18
To the Nursery and Child's Hospital,	36
To the Five Points House of Industry,	6
To the Home of the Friendless,	1
To the Hebrew Orphan Asylum,	1
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	339

It has been ascertained beyond a doubt that there is room enough in the different private charitable institutions of this city for all the children who should be placed in them, but it is difficult to induce the managers of such charities to take the class of children formerly sent to the Island. It is hard for officers of an institution to place out a child who has perhaps for years been under their care, and who repays to some extent the pains which have been spent on him, in order to make room for a street waif; but to keep the former is in many cases an injury to him as well as to his less fortunate brother.

On the 1st of January, 1877, there were on Randall's Island,—in the Infant Hospital 213 children, in the Idiot Asylum 183, in the Nursery Hospital 102, making in all 498.* There have been some marked improvements in the Idiot Depart-

* For full details see Reports of Visiting Committees.

ment, and owing to the decrease in the number of children in the other departments the nurses are not overworked, diseases are better classified, the laundry work is more thorough, and there is a sufficient supply of towels, soap, etc. But the hospitals are not what they ought to be, and what under efficient management they might be, and the Visiting Committee protest once more against the employment of prison helpers, the low rate of wages for paid servants, and the continuance in office through political influence of officials who are unfit for their positions.

After Randall's Island, Kings County has the largest number of dependent children, who are placed by the Charity Commissioners in various private institutions, where they are still visited by the Local Visiting Committee, three sub-committees having been formed: 1. For the visiting of such children as may be still left in the County Nursery Building. 2. For the visiting of children placed in Roman Catholic Institutions. 3. For the visiting of children in Protestant Institutions.

In Richmond County during the year 1875 there were 40 children supported by the county, and now there are but 12, of whom 10 are reported to be doing well in homes, and the 2 remaining in the Poor-house are infants not coming under the law. At no time during the past year has the number exceeded 12.

In Livingston County there are 24 children now in the Poor-house, some infants, but many who should not be there, and the Visiting Committee has been considering the plan of establishing a temporary home for such children until they can be placed in families. This plan has been adopted in Ulster County, at Kingston, where an industrial home was recently opened.

The great danger is that "Homes" may become appendages to the Poor-houses, more or less under the same management; little institutions, in fact, where children will stay as long as they would in large ones. In some counties the children are temporarily boarded in respectable families, so that they

are brought at once under good influences, and have no chance of making Poor-house acquaintances; the result being that homes are more readily found for them than if they were marked as "Poor-house children."

The Committee must repeat once more its conviction that, except in the case of juvenile criminals, any *decent* family home is better than any institution, however good of its kind; and it is interesting to see that the same conviction has been forced upon the minds of those who have studied the same subject under very different conditions.

The Rev. T. S. Wynkoop, of the Presbyterian Church Mission in Northern India, writes: "Ever since the beginning of our missions the care of orphan children of Hindoo or Moham-medan parents has formed an important part of our work. We have had at least four different orphanages, and in the aggregate have trained a pretty large number of orphan children of both sexes. I should say, approximately, that one-fourth of these have turned out very well, and are admirable members of our native community. One-fourth have turned out badly and given us great trouble. The other half have been indifferently good; that is, without being vicious or positively thriftless, they have required constant help and care from the mission. Latterly it has been our policy for the most part to put out into families the orphans whom we receive; the girls by themselves, and the boys by themselves. We select some suitable native Christians; it may be a man and wife without children of their own, or it may be a widow with one or two small children. In one family there might be half-a-dozen, or, perhaps, eight or ten children. For their support we pay a sufficient sum to leave a small margin of profit for those in charge. These children attend the school with the children of the mission, they are under the pastoral care of the minister, and have also the supervision of the missionary. * * * We have also sometimes given one or two children to a native Christian family to be brought up by them; but this has not been quite satisfactory, except where the orphans were adopted

in the place of children, because the tendency has been to treat the children as a kind of cheap servants."

When children have been placed in families it is most important that they should have careful and responsible supervision, and in this connection the Committee would quote as follows from the message of the Hon. J. J. Bagley, retiring Governor of Michigan, made to the Legislature, January 3, 1877: "In the provision made by the State regarding vagrant, neglected, and dependent children, through the State Public School, and for criminal children through the Reform School, it has followed the old idea of institutional life. But by far the wisest, most economical, natural, and humane of all its endeavors in this direction is the work being done by the county agents of the State Board of Charities, under the law of 1873 and 1875. The duties of the county agents are to investigate the case of every child arrested for crime, and to advise with the magistrate as to the disposition to be made of it; to visit all children adopted or indentured from the Public or Reform School; to procure homes for children, and generally to keep watch and ward over these waifs who seem to be deserted by every one but the State. They have attended to 252 cases of arrest for crime: 224 boys and 28 girls, that were disposed of as follows: 182 were discharged under suspended sentence and returned to parents or guardians; 51 were sent to the Reform School, 11 were sent to the House of Correction, and 2 were fined. Of the 182 discharged 12 were sent to the State Public School; 6 to Poor-houses, and homes were found for 6. The children for whom homes were found from the State Public School, 117 in number, have all been visited. The total expense of this work up to September 30, 1876, was \$474.45. In addition to these formal duties required by law they have been of incalculable service in preventing crime, preserving peace in families, restraining cruelty, and in many other ways. If the work of these agents was to be estimated simply by dollars and cents, the amount of money saved the State by keeping boys out of institutions would be found to be very

large. * * * * * The position is not an office, pays no salary except expenses, and can only be filled by those who love the work and do it because they love it." This is strong testimony to the value of a system of unpaid yet official labor given by responsible men and women. Such a system is a great help to justice and to charity, and tends to weaken the present abuse of political influence, which is the great hindrance of charitable reform.

Under the law of 1875, when all the healthy children shall have left the Poor-houses, there will still remain the sickly, the crippled, and the feeble-minded, for whom the law does not provide, and yet who sorely need help. It is impossible that weak-minded and idiotic children, scattered here and there among the Poor-houses, should receive the care and training which their affliction demands, no matter how kind and efficient the matron and officers may be. To use the words of a physician and member of this Committee: "The physical condition of idiots is so closely connected with the degree of their mental development or deficiency, that their food, clothing, the temperature of the rooms in which they are kept, the amount of exercise they can take, or can be made to endure, the length of their periods of teaching, and even the times of day at which they should be taught at all, are each and all separate problems, varying possibly with every case, and largely depending on the judgment of teachers of long experience."

There are now State Idiot Asylums which could give this skilled care to many more children, were it not that they are encumbered with what are called "custodial cases;" that is to say, with those who have learned all that can be taught to them, and those who are unteachable.

There is great need for a Custodial Asylum, where those who can work at all may be made as far as possible self-supporting, and unteachable cases cared for as their sad state requires.

It is also impossible that cripples, epileptics, and sufferers from chronic diseases should receive in the Poor-houses the

skillful and scientific treatment which alone can help them ; such cases should be removed to hospitals.

Of the many problems connected with juvenile pauperism none is more difficult than the decision as to the cases in which the State is justified in taking the entire charge of a child whose parents may be living. On the one hand there is the natural right of parent over child, and on the other the equally natural right of the child to a fair chance in life. It is well known that the great difficulty in placing children in homes in families comes from the fact that many of them have drunken and worthless parents, who let them alone during the years when they would be troublesome to support, but reclaim them when they are old enough to be of use, and often drag them down again into the misery from which the State has striven to raise them.

In England a clause has been introduced into the Poor Law Amendment Bill, which it is hoped will become law during this year, providing that when parents have abandoned their children to the care of the parish for one year, they cannot reclaim them until they have repaid the money expended by the parish on their maintenance.

This would not only make people less ready to give up their children, but would protect the latter from being reclaimed, after years of desertion, by parents who are not fit to have them. The conditions of life in England and in this country are so essentially different that the same rules cannot apply to both, but it is very important that this subject should be carefully considered here.

With regard to children placed by their parents or guardians in Reformatories, it is found that in many cases this is done to punish the child for faults or tendencies which might have been first checked at home, and the child thus spared the life-long mortification of a commitment. The Committee would quote the opinion on this subject of the Superintendent of one of our large Reformatories, who writes that: "Were the parents or guardians required by law to pay for the support of their children sent to a Reformatory,

and the State could collect the amount in money or in services, I think such a measure would tend to make parents more careful to keep their children from idleness and the street, and that they would exercise a closer watch over their morals and manners, and especially would enforce family government with greater thoroughness and efficiency; and the result would be a largely-diminished number of commitments, and a much better class of children growing up in the community. Sending small children into the streets to peddle, black boots, etc., which many parents now deem necessary to aid in the support of the family, frequently results in thieving and arrest. Were the parents required to pay for the expenses of arrest and confinement, if sent to a Reformatory, they would soon conclude that it was not profitable, and they would desist from sending their children out when the cost might be far in excess of the gain. Whatever will tend to lessen the neglect of parents in watching over the habits and morals of their children, and will cause more thoroughness and efficiency in family government, will tend directly to reduce juvenile delinquency, and the necessity of public institutions for their care."

In order to further the work of the Committee on Children during the coming year the following Sub-Committees have been formed :

1. To give suggestions and plans for the management of Nursery Hospitals.
2. To study the subject of the proper care and treatment of idiots.
3. To consider the expediency of establishing Temporary Homes in certain counties.
4. To suggest amendments in the laws relating to children, with special reference to those whose parents desert and afterwards reclaim them.

In conclusion, the Committee would earnestly urge the

importance of perseverance in the work of helping dependent children to become independent and self-supporting, as it firmly believes that such service is not only one of charity but a duty which every member of the community owes to the State.

For the Committee,

MARY CADWALADER JONES,
Secretary.

ANNUAL REPORT

OF THE

COMMITTEE ON ADULT ABLE-BODIED PAUPERS.

To the State Charities Aid Association :

THE Bill to provide for the appointment of Overseers of the Poor, prepared by this Committee, as mentioned in their last Annual Report, was introduced in the Senate by Hon. J. W. Gerard, and in the Assembly by Hon. G. H. Forster, but failed to become a law.

From the history of the Bill in both Houses it was evident that the members of the Legislature were unwilling to incur the odium of voting for a measure which would take a local elective office out of the hands of the people, although the fact that none but the lowest class of voters take any interest in the choice of persons to fill it is acknowledged. The Committee, however, decided not to press the passage of such a Bill this year, but to wait until a further proof of the necessity of a radical change could be collected, and until public opinion should be more fully formed in regard to this subject.

An inquiry similar to that made last year concerning the system of Poor Relief in Westchester County is being carried on in the Counties of Ulster and Rockland, but the results obtained so far are not sufficient to report.

It is scarcely necessary to argue that some action to repress vagrancy is imperative in this State. The evil is already a great and growing one, but it can be more easily dealt with now than when our vagrant population shall have become as numerous as that which infests Great Britain, where the statistics of 1869-70 (the latest attainable) give 60,000 persons as wandering over England, Wales, and Scotland, of whom forty per cent. were computed to belong to the criminal class and only about six per cent. to be really seeking employment. The proportion is probably about the same with us, as, while some few of those who wander from town to town in our State may be looking for honest work, there is little doubt that most of them are only indulging their taste for an idle and vagrant life. These people have two sources of support, private and public charity; they wander along at their leisure, fed by the charitable and lodged by the Superintendents of the Poor. They find congenial society, live well, are not required to work, and are thus enabled to pass the warm season very pleasantly. When roaming through the country ceases to be agreeable they crowd into the cities, sleep in the police stations* or the lodging-houses, and beg from door to door, obtaining plenty of excellent food and money enough to indulge their love of drink.

There is also another class who, if the terms were not contradictory, might be called "resident vagrants." These are persons who are homeless indeed, but whose wanderings are confined to narrow limits; who lead worthless lives, and who generally alternate between the jail and the poor-house, sinking year by year into lower and lower depths, and becoming more helpless and more incapable of reformation. In both jail and poor-house they are brought into close contact with others who have not yet sunk so low, and become teachers as well as workers of evil. From statistics furnished by superin-

* In the city of New York this evil has been mitigated by the action of the Police Commissioners and the establishment of the Night Refuge Association, as will be seen by reference to the Report of the Committee on Out-Door Relief.

tendents and town overseers of the poor, and by police officers throughout the State, the State Board of Charities estimated last year that \$200,000 had been paid in one year by these various officials in relieving tramps passing from town to town.

It is impossible to obtain reliable statistics of the number of commitments for vagrancy to the county jails, but in the opinion of the Corresponding Secretary of the New York Prison Association, there were at least 22,000 commitments for this and kindred offenses during the year.

To an inquiry made by the Committee as to the number of vagrants committed by magistrates to the county poor-houses (exclusive of those of New York and Kings Counties) from 1st October, 1875, to 1st October, 1876, replies have been received from forty-seven superintendents of the poor, leaving thirteen counties from which no answer has come. These replies show that four hundred and thirty-one vagrants had been so committed. In one county the cost of commitment was seven dollars and fifty cents for each vagrant.

With these facts before them, and in accordance with the opinion expressed in their last annual report that some legislation is required to make permanent provision for the incorrigibly idle and vicious, the principal work of the Committee during the year has been the preparation of a Bill "to provide for the custody and reformatory treatment of vagrants." The main object of this Bill is to secure the establishment of district work-houses throughout the State, one to be located in each judicial district except the first, and each to be governed by a board of seven managers, who shall be appointed by the Governor, with the consent of the Senate; each appointment after the board is established to be for seven years.

The persons who, under the proposed law, would become inmates of these work-houses are those described as vagrants by the Revised Statutes now in force, and it is provided that all such persons, instead of being committed to the jail or poor-house, as the law now directs, shall be sentenced to the work-house of the judicial district in which they are convicted for any term not less than ninety days nor more than six

on the first conviction, and for any term not less than six months nor more than one year on the second or any subsequent conviction.

It is not to be supposed that bad habits can be modified in any important degree, or much progress made in reform within the space of ninety days; but this is the minimum sentence, and a great improvement upon the present law, under which the maximum sentence to the county jail for vagrancy is sixty days, and commitments are frequently made for ten days or even less. By these short sentences the offenders simply become accustomed to jail life, and cease to regard it as a punishment. It is thought that the fear of a commitment for even ninety days will act as a deterrent upon some persons, while the longer terms will give sufficient time to influence favorably some of the least hardened, and to teach the ignorant some means of gaining a livelihood. There is no question that long terms of confinement are essential in any system intended to reform those subjected to its influence. Persons whose habits of mind and body are opposed to much steady labor can never be improved except by enforced discipline continued long enough to compel them to acquire new habits; short sentences are worse than useless in such cases. In England, as in our own State, there are instances on record in which the same persons have been committed to jail more than one hundred times each for the same offense, showing the utter uselessness of short sentences. The provision in the Bill that the expense of establishing the proposed work-houses shall fall upon all the counties of the State in the proportion of their respective property-tax, without reference to the number of inmates from the different counties, is necessary in order to secure the commitment of those for whom the work-houses are designed. Were each county called upon to pay only for the maintenance of those arrested within its limits, the county officials would pass the vagrants on, hoping to shift the charge upon some other community. As a measure of economy the establishment of the district work-houses is imperative in order to relieve the counties of the burden of supporting thousands

of vicious persons in idleness. Were there no hope of actually reforming a single person, still it would be desirable that while in confinement at least they should earn their own living, and this can be done only by some such plan as that proposed by this Bill.

As an objection to the establishment of the proposed new institutions, it may be argued that all the objects contemplated might be obtained by some changes in the present poor-houses, converting them into work-houses or attaching to them separate work-house departments. It would be impossible, however, to secure in them such a system of discipline and labor as is required for the reformation of habitual offenders. The poor-houses are and must continue to be under the control of the superintendents of the poor, who are generally elected upon political grounds, and not because they have any special fitness for the office; and though some of these officers might introduce a good system, there could never be any guarantee of its permanence, as the whole might at any moment be overthrown on the election of other superintendents of different views.

The Bill, having received the approval of the State Charities Aid Association, was introduced in the Assembly by Hon. Hamilton Fish, Jr., early in the session, and referred to the Judiciary Committee, who, after simplifying it somewhat, reported it favorably to the Assembly in the following form:

STATE OF NEW YORK.

No. 79.

IN ASSEMBLY.

January 9, 1877.

Introduced by Mr. Fish—read twice and referred to the Committee on Judiciary. Reported favorably from said committee and committed to the Committee of the Whole.

AN ACT

To provide for the Custody and Reformatory Treatment of Vagrants.

The People of the State of New York, represented in Senate and Assembly, do enact as follows :

SECTION 1. Within thirty days after the passage of this Act, the Governor, by and with the consent of the Senate, shall appoint in each judicial district of the State, except the first, seven persons, who shall constitute the board of managers of the district work-house of the judicial district for which they are appointed; one of the managers so appointed shall hold office for one year, one for two years, one for three years, one for four years, one for five years, one for six years, one for seven years, as indicated by the Governor on making the appointment, and thereafter all appointments, except to fill vacancies, shall be for seven years. Such managers may be removed at any time by the Senate, upon the recommendation of the Governor.

§ 2. Before entering upon their duties the said managers shall respectively take and subscribe to the constitutional oath required of other state officers, which oath may be taken and subscribed before any officer authorized by law to administer an oath, and shall be filed in the office of the Secretary of State.

§ 3. The said managers shall receive no compensation for their time or services; but the actual necessary expenses of each one of them while engaged in the performance of the duties of his office, on being presented in writing, and verified by his affidavit, shall be paid quarterly by the treasurer of the board of managers of which said manager is a member.

§ 4. It shall be the duty of each of the said board of managers, immediately after their appointment, to meet and organize, by the election of a president and treasurer from among their number, and within six months of the time of their appointment to hire two or more buildings and land, suitable

for the confinement and employment of vagrants, as hereafter referred to in this act. If two buildings only shall be so hired, they shall be in different localities, and one shall be for the confinement and employment of men, and one for the confinement and employment of women, and, on no account, shall persons of different sexes be confined in one building, or in buildings that communicate in any way ; and no female officer or subordinate shall be employed in the building designed for men, and no male officer or subordinate shall be employed in the building designed for women. Each board of managers, within their own district, shall appoint a superintendent for each building, who shall hold office during the pleasure of the board making the appointment, and who shall have power to appoint his own subordinates, subject to the approval of the board, and each of said boards shall fix the salary of the superintendents appointed by themselves, and of all other persons employed in the district work-house of the judicial district for which said board was appointed.

§ 5. It shall be the duty of the board of managers appointed in accordance with section one of this act, in each judicial district, to decide upon the means and kind of employment for persons committed to the district work-house of said district, and to provide for their necessary custody and superintendence ; and the provisions for the safe-keeping and employment of such persons shall be made with regard to the formation of habits of self-supporting industry in such persons, and to their mental and moral improvement. And for the purposes of this act, to insure the safe-keeping, obedience, and good order of the persons committed under this act, the superintendents of the district work-houses are hereby given, and are required to exercise, the same power as jail-keepers and constables in regard to persons committed or held, under any law of this State, in custody of said officers respectively.

§ 6. As soon as the work-house in any judicial district is prepared to receive inmates it shall be the duty of the board of managers of such district to notify all the justices of the peace, police justices, and other magistrates of the counties

composing such district, of that fact, and to furnish said justices of the peace, police justices, and other magistrates with blanks, to be used for the commitment of vagrants to such district work-house. After such notification is received it shall be unlawful for any justice of the peace, police justice, or other magistrate, to commit any vagrant to any poor-house or jail, or to any place of confinement except the district work-house, unless by the special request, in writing, of the district attorney for the county in which said person was arrested, which written request shall be filed and remain of record with the court making such commitment.

§ 7. The board of managers of the several district work-houses may open an account with all persons committed to the said work-houses, charging them with all the expenses incurred by the boards of managers for their board and maintenance, and crediting them with a fair and reasonable compensation for the labor performed by them, and at the expiration of their terms of sentence, if any balance shall be found due them, may pay the same to them at the time of their discharge.

§ 8. It shall be unlawful for the board of managers of any work-house to hire out the inmates to work for any other institution or person, and it shall be unlawful to let out the labor of the inmates by contract to any person, or to admit to the work-house for the purpose of overseeing the labor of the inmates any person not paid by the board of managers.

§ 9. The board of managers of each district work-house, having, in accordance with section four of this act, hired two or more buildings and land suitable for the confinement and employment of vagrants, shall make an estimate of the necessary expenses to be incurred in establishing said work-house, including rent, repairs, furniture, cost of raw material, tools and other necessary articles required for the care and employment of the inmates, which estimate shall be repeated annually thereafter. Each board of managers shall then apportion the expense, so estimated, among the several counties composing the judicial district for which said board was appointed, pro rata to the

property tax of each county as the same shall be determined by the state board of equalization, and shall make a requisition on the board of supervisors of each of said counties for the amount apportioned to said county, accompanying said requisition with a copy of the estimate of necessary expenses made by said board. It shall be the duty of the board of supervisors of each of said counties to raise and pay over to the treasurer of said board of managers the sums demanded in the requisition, and in case of delay on the part of any board of supervisors to so raise and pay over the sums thus demanded the board of managers shall have authority to incur the necessary indebtedness, and shall render an account of said indebtedness to said board of supervisors, and said board of supervisors shall provide for the payment of the indebtedness so incurred.

§ 10. The treasurer of each board of managers shall be responsible for the financial management of the district work-house of the judicial district for which said board was appointed. He shall receive all moneys due to said work-house, and shall pay all expenses incurred in maintaining said work-house. He shall make a quarterly report to the board of managers of which he is a member, of such a character as said board shall direct, and he shall close his annual account on the last day of September of each year, and shall, on or before the first day of November following, render to the said board of managers a full and true account, accompanied by the necessary vouchers, of all moneys received by him, by virtue of his office, and of all moneys expended by him, and also an inventory of all the goods, raw materials, and other property of the district work-house then on hand, a copy of which report shall be transmitted by each board of managers to the state comptroller, to the state board of charities, and to the board of supervisors of each county composing the judicial district for which said board of managers was appointed, together with their annual report, on or before the first day of December following. Should the report of the treasurer of any board of managers show a deficit at the close of the fiscal year, said

board of managers shall apportion said deficit among the counties composing the judicial district for which said board was appointed, in the manner prescribed by section nine of this act, and such deficit shall be raised by the several boards of supervisors, and paid over in the manner prescribed by said section for the payment of the necessary expenses incurred in establishing said work-house.

§ 11. No member of the several boards of managers shall be interested directly or indirectly in leasing or hiring buildings or land under the fourth section of this act, or in any contract for repairing or furnishing any of the buildings to be used as district work-houses, or in any contract for supplying food, raw material or other merchandise for any district work-house.

§ 12. When and so soon as the work-house in any judicial district shall be prepared to receive inmates it shall be the duty of all justices of the peace, police justices, or other magistrates of such district (any law to the contrary notwithstanding) to sentence and commit all persons convicted of being vagrants under any existing or future law of this state, whether such law shall apply to the whole state or to any special county thereof within which said person shall be convicted, to the district work-house of the judicial district in which such conviction shall take place, for a term not less than ninety days or more than six months on the first conviction, and for a term not less than six months or more than one year on a second or any subsequent conviction.

§ 13. Sections twelve and thirteen of this act shall apply also to the first judicial district of this state, and no person sentenced as a vagrant in that district shall be sentenced or committed except in accordance with this act or to any place except the work-house on Blackwell's Island, provided that no person under sixteen years of age shall be committed to said work-house, and provided further that this section, and said sections twelve and thirteen, shall apply to the first judicial district forthwith, and without waiting for the completion of the district work-house in any other district.

§ 14. All expenses for conveying persons sentenced as va-

grants to a district work-house shall be paid by the treasurer of the board of managers for said work-house, and said board of managers shall, in each district, fix the sum to be paid per mile.

§ 15. The superintendents of the several district work-houses shall immediately report to the secretary of the state board of charities the name of any person committed to any work-house who has not resided sixty days in any county of this state, in order that the said secretary may remove such person to any state or county where he may have a legal settlement, in the same manner as paupers may be removed under section eleven of an act passed June seventh, eighteen hundred and seventy-three, entitled "An act to provide for the support and care of state paupers."

§ 16. It shall be the duty of every magistrate, justice, and court which examines, or convicts, or commits any person, under authority given in this act, to cause a record to be kept of the name, age, birthplace, occupation, last place of residence and kind of employment, of all persons so committed by them, together with the reasons given for, or the particulars of the vagrancy charged. A copy of the said record shall be transmitted upon the official order of the commitment of said persons to the superintendent of the district work-house as a part of the paper or order which shall accompany each such person to the work-house; the superintendent of such work-house shall enter and keep in a book of record all these and such other facts as are by law required concerning the inmates of poor-houses.

§ 17. Every magistrate by whom any vagrant shall be committed shall cause such person to be searched for the purpose for discovering any property he may have, and if any property be found the same shall be taken and applied to the support of such person while in confinement.

§ 18. When any woman is committed to a district work-house it shall be the duty of the magistrate who commits her to commit any children of such woman who are more than one year of age who may be under her charge and control at the

time of her commitment, and who are without proper guardianship, to the care of the superintendent of the poor of the county in which said woman was arrested.

§ 19. It shall be unlawful for any justice of the peace or other magistrate to commit any person of either sex under sixteen years of age to any work-house, and it shall be unlawful for any superintendent of any such work-house to receive any person under sixteen years of age.

§ 20. This act shall take effect immediately, and all acts, and parts of acts, which are inconsistent therewith, shall be and are hereby repealed.*

In this form the Bill has the approval of the Committee on Adult Able-Bodied Paupers, and has been recommended to the Legislature by various members of the Association, who have especial experience in the subjects with which it deals; Hon. Theodore Roosevelt, Prof. T. W. Dwight, Dr. Elisha Harris, and others.

(Signed) For the Committee,
JOSEPHINE SHAW LOWELL,
Chairman.

ANNUAL REPORT
OF THE
COMMITTEE ON HOSPITALS.

To the State Charities Aid Association:

THE duties of the Standing Committee on Hospitals, as defined in Article XV. of our Constitution, group themselves under two heads, and, briefly stated are, first, the duty of theoretic study of subjects relating to the care of the dependent and defective classes; and second, the more practical business of urging and securing the adoption of the results of that study in the New York State institutions of public charity.

* See Appendix B.

The efforts of our Committee hitherto have been chiefly directed toward fulfilling the duty enjoined under the first head, viz: "To collect and impart information in regard to the latest and most approved plans for the construction, ventilation and disinfection of hospitals and asylums; to prepare plans of organization for their kitchen, linen, laundry and nursing departments, and to acquaint ourselves with such hygienic and sanitary regulations as are in accordance with the most advanced views of the medical profession."

The five sub-committees appointed under this clause on

1. Hospital Construction,
2. Hospital Hygiene and Ventilation,
3. Hospital Diet and Kitchens,
4. Hospital Laundries and Linen Rooms,
5. Hospital Nursing and Training Schools,

have, since the last annual report of this Committee for 1876 was made up, reported on the subjects respectively assigned to them.

The sub-committee on Hospital Construction has continued to collect and to distribute pamphlets and written information, and, acting under a resolution moved by our honored and lamented colleague, the late Dr. Krackowizer, has corresponded with individuals and with boards of management in several parts of the country where the building of new hospitals is contemplated.

Last winter this sub-committee was requested to furnish a plan for a cottage for the isolation of infectious cases, developed after admission to hospitals. According to the plan prepared, an isolating cottage, which is said to answer its end admirably, was built on the grounds of the Presbyterian Hospital. The managers of the New York Infant Asylum are to build a one-story ward on the asylum grounds, and have consulted our sub-committee in regard to plans. The authorities of the Connecticut State Hospital have also conferred with the committee on this subject; and we are glad to know that the lady managers of the Woman's Hospital propose to carry out the same idea of provision for isolation by building one or

two cottages for special cases, according to plans of their own.

The chairman of the sub-committee on Construction has completed a paper on Hospitals, the first draft of which was approved by the Association as early as October, 1873, and was ordered published, but the author preferred to give the subject more study. This paper is an elaboration of the principles of hospital construction and organization adopted by the Association, and printed in its report of last year. It is now in press, and will soon appear in book form, with plates, giving suggestions for plans of hospitals and isolating huts.

The report of the sub-committee on Hospital Hygiene and Ventilation, prepared with special reference to Bellevue Hospital, has just been presented, and is of so much importance that it is printed in full.*

Valuable reports from the ladies who were chairmen of the sub-committees on Hospital Kitchens, and on Hospital Laundries and Linen Rooms, have been presented, and await publication.

The report of the sub-committee on Hospital Nursing and Training Schools, giving a historic sketch of systems of nursing in Europe, with hints toward the organization of nursing-schools in this country, has been printed for distribution as document No. 11 of the Association.

A Hand-Book for Hospital Visitors, compiled by a member of this committee, has been issued by order of the Association as document No. 13.

Turning to the more practical duties of the Committee on Hospitals, we find them described in the other clause of Article XV. of the Constitution as follows: "To inform itself of the number and present condition of the sick, the inebriates, insane, blind, deaf and dumb, idiot and aged paupers in the New York State institutions of Public Charity, and to urge the adoption of such measures as are best adapted to restore the health, alleviate the sufferings, secure the humane care and

* See Appendix C.

comfort, and contribute to the happiness of these afflicted and aged people."

The first work of the Hospital Committee, under this clause, soon after its organization in 1872, was undertaken in connection with the subject of trained nursing, and with the organization of a Training School for nurses attached to Bellevue Hospital. The school was established in 1873, and its interests have ever since been furthered by our Committee.

The fourth annual report of the School, just published, gives evidence of its success in all respects. It may now be considered as having an independent existence.

Among the matters of local practical interest brought to the notice of the Committee on Hospitals, during the present year, may be mentioned that of the need of a new down-town reception hospital to take the place of the Park Reception Hospital removed. The subject was referred to a special committee, whose report shows clearly the urgent necessity for a receiving-ward in the lower part of the city on the east side.

The House of Relief in Chambers Street, under the care of the New York Hospital, provides for cases of accident or emergency occurring on the west side; but a careful examination of the records of police stations and of the Ambulance Department of Bellevue disclosed the fact that a large number of accident cases are carried every month, at risk to life and limb, great distances before receiving hospital treatment.

The notice of the Governors of the New York Hospital was respectfully called to this state of things, and to the report of our special committee, in the hope that they would take into consideration the feasibility of opening a second and east-side reception hospital. The Governors preferred not to undertake the work; and the Hospital Committee very earnestly desires to press this duty upon the attention of the Commissioners of Public Charities in this city.

The Committee had long recognized the lack of system shown in the unequal and unwise distribution of charity patients among the different hospitals of the city, and last autumn endeavored to give impetus to some plan of action

which should bring about the division of the city into hospital districts.

Thus each hospital, it was thought, might have its assigned field; and all accident and emergency cases might, as a measure of humanity, be taken by the police, who have this duty in charge, to the nearest place of relief, instead of being carried by the ambulances of Public Charities past the very doors of institutions supported by voluntary contributions, and driven sometimes miles from the scene of an accident; a plan which not only subjects the patient to unnecessary risks but adds to the city expenses, while it results in massing a large number of dangerous cases in one hospital. This matter was also referred to the Governors of the New York Hospital, a step which led to a call issued by that Board of gentlemen for a meeting of the representatives of all the hospitals of the city. A large meeting was held October 12th, 1876, and much interest in the subject was exhibited. Since that time Mr. Theodore Roosevelt, of the State Board of Charities, and also a Vice President of this Association, has forcibly represented to General Smith, President of the Commissioners of Police, the necessity of dividing the city into hospital districts. General Smith has acceded very readily; and there is good prospect that this important reform, so much desired by us, will now be carried out.

In the spring of 1874, during the ravages of a severe epidemic of puerperal fever in the obstetrical wards of Bellevue Hospital, the authorities were induced to transfer all the lying-in women to Blackwell's Island, and to do away with this class of patients altogether in Bellevue. Lately the Commissioners have decided to build several one-story pavilions for the lying-in service, and to remove such cases from all the general hospitals. A special committee appointed from our members to examine the plans of the proposed pavilions approved of them in most respects, but made a few suggestions in regard to changes, which were favorably received.

The influence of the Hospital Committee and of the Visiting Committee for Bellevue and other Hospitals has been

the evident means of effecting improvements in some respects in the public hospitals of the city. The introduction of trained nurses at Bellevue has changed the whole aspect of the place. The number of beds has been reduced from eight hundred to six hundred, and the authorities of the hospital claim that, with skilled nursing and the use of Dr. Lister's antiseptic dressings for certain classes of wounds, better results are reached than hitherto. But no temporary or half-way measures can cure radical evils, or suffice to reverse the lessons taught us by the mortality rates of such hospitals. While we acknowledge that success depends as much on good nursing as on the character of a building, we reiterate the belief expressed in our report last year, that "even with good management the majority of hospitals now in use cannot be made to give results which will equal those to be attained in a properly-constructed hospital."

But good management, in a broad sense, is intelligent management, and will of necessity come to include both proper plans of construction and trained attendance. The need of such intelligent high grade supervision of our Public Charities cannot be overestimated. It is not money that is needed so much as the judicious and honest expenditure of money. A volume on the subject could not say as much as the simple figures of a recent official estimate, which show that the amount per year asked for by the Commissioners of Public Charities and Corrections for the salaries of officials in charge, nominally, of the nine hundred and fifty inmates of Blackwell's Island Penitentiary was twice as much as is set apart for providing medical skill and nursing for the fourteen hundred helpless poor in the Insane Asylum.

Disinterested inspection, such as our Association exercises, is invaluable in pointing out evils; but the remedy must come from another direction and be more specific. It is the higher officers in an institution or organization who give tone to the whole system. Reform in any department must work from the top downward. The aim and end of reform in our Charities must be their removal from the domain of politics. So

long as offices of public charity, large and small, are made party rewards, so long shall we continue to "spend our money for that which is not bread, and our labor for that which satisfieth not."

For the Committee,

HENRY C. POTTER,
Chairman.

ANNUAL REPORT
OF THE
COMMITTEE ON OUT-DOOR RELIEF.

To the State Charities Aid Association :

IN continuation of the report presented last year it will be well to explain in advance the reasons which have given rather a local character to the operations of this Committee during the past twelve months. In New York and Kings Counties the subjects of out-door relief and of the co-operation of official and individual agencies in its administration have assumed such large proportions, touch so many interests, and deal with such a multitude of people, that it has seemed absolutely necessary to concentrate what power the Committee might possess upon these two counties.

In the same way the evils under which New York groans, from the continuous expansion of the tenement-house system, are so multifarious and deeply seated, the consequences of overcrowding and unsanitary arrangements so wide-spread, that the whole community, whether residents or visitors in this city, are concerned in seeing them abated. Further, the fact had been ascertained that many worthy persons of industrious habits, out of work or in temporary difficulties, strangers and others drifting into this large city, had no other resource than the police station-houses, already occupied by the tramps, vagrants, and dissolute. This made it necessary to

bring the investigation on the subject to a point which would produce an immediate practical result.

It will be remembered that last winter many of the charitable societies of New York, acting in concert, undertook to assist the Commissioners of Charities in the distribution of the city relief, so as to insure its reaching the proper persons. The success of such a plan must depend upon the earnestness with which it is taken up by the members of the different societies; but the danger seems to be that each society will be eager to select its visitors from its own ranks exclusively, and to occupy the district assigned to it as a sort of special property in which others have no rights.

In Brooklyn some active steps in the same direction were taken after due inquiry on the part of the Committee. Great dissatisfaction was found to exist in that city with regard to the administration of the public charities; and a bill providing for the abolition of the present Board of Commissioners and for the appointment of a new board, to consist of twelve persons, to serve without pay and to have charge of all the public charities, was prepared by those interested and endorsed by public meetings of the citizens.

In order to prosecute the investigation more thoroughly, residents of Brooklyn were placed on this committee, and an address issued in the following form, with the view of calling a public meeting to consider the subject:

"The present system of administering official out-door relief in Kings County, without visiting the applicants, and with no knowledge of their character and circumstances beyond what is derived from their own statements, has necessarily resulted in a waste of the public money and in the demoralization of the poor.

"One of the members of Kings County Board of Commissioners of Charities writes thus in reply to a letter of inquiry:

"The applicants are sworn to the statements made by them. This is the only guarantee we have against imposition, since the Board of Supervisors cut off so much of our appropriation that nothing was left with which to employ visitors.

“ ‘ We have helped to provisions (weekly) about 10,000 families, averaging four to a family, since the 20th of December last, making the number of persons assisted 40,000. In addition to this we have given out 2,300 tons of coal, at a cost of \$15,000. * * * * ’

“ ‘ In my opinion the only safeguard against imposition in dealing with out-door relief is that of a rigid system of visitation.’

“ The evils of the present system being thus apparent, the State Charities Aid Association, one of whose duties it is to try to secure co-operation between officials and volunteers in the administration of out-door relief throughout the State, proposes, after consultation with the local visiting committee for Kings County, to the citizens of that county that they should form an association for the purpose of visiting the applicants for out-door relief, and reporting upon their condition and character to the authorities.

“ The State Charities Aid Association has been instrumental in forming similar associations in other counties of the State.

“ Should the bill now before the Legislature ‘ To provide for the creation of a board of charities and for a better administration of the public charities in the County of Kings ’ become law, a board of twelve governors will come into office, which, according to the terms of the act, will have power ‘ to use ’ or ‘ disburse ’ from time to time the money raised by tax in Kings County for the relief of the out-door poor in such manner as they may deem proper for the best interests of the county and the persons to be relieved.

“ This board would welcome, of course, any offer of assistance on the part of an association of citizens to aid them in preventing fraud and imposition ; and should this board not come into existence, the present commissioners would doubtless be glad of the help of such an association.”

This address was approved and signed by many of the principal citizens.

Although no immediate results followed the meeting, pub-

lic opinion was aroused in the right direction. The bill creating the proposed board failed to obtain the Governor's signature, after passing both houses, one of the main objections being, as was understood, the mode of nominating the members of the new board. But this winter the Commissioners of Charities in Kings County have called to their aid as visitors citizens of known repute and experience, and have promised to co-operate with local committees, formed without regard to societies, denominations, or politics, in the different wards of the city.

The same mode of supplementing the work of the Commissioners in New York County which was adopted last year has been repeated this winter. Several societies have again assumed the duty of visiting in their different districts the home of every person applying for aid to the Superintendent of Out-door Relief.

The question as to the best mode of providing homes for the people has been considered from various points of view, and valuable papers have been contributed on the subject, to which reference may be made here. Those by Mr. Chas. C. Haight and Mr. R. T. Auchmuty, members of the Committee, are on file for reference; that by Mr. Nelson L. Derby is printed in the *American Architect* of January 20th. Mr. Edward T. Potter has brought forward a plan embracing several novel features, which, if carried out, would effect almost a revolution in the architectural and economical arrangement of the tenement-house; and Mr. Arthur Peabody gave an account of the Ascension Mission tenant-houses, which has been published in separate form by Rev. Dr. Cotton Smith.

Information on the subject has been obtained from Boston and Philadelphia, as well as from the Trustees of the Peabody Fund in London. A circular has also been sent to a number of distinguished architects of this city, inviting them to send in plans for improved tenement-houses, which may possibly result in meeting the difficulties which surround the question. These difficulties are aggravated by the conditions under which land suitable for the purpose must be obtained; the side streets

in the upper part of the city above Houston Street enclose very long blocks of rectangular lots twenty-five by one hundred feet in size, while but few sites remain unincumbered by buildings. It would be almost impossible (if it were wise) to alter and adapt existing houses to the required standard, except at large cost.

At the same time it seems to the Committee that, although there may be no immediate want of additional accommodation for the working population of this city, yet the deficiencies in the existing system of tenement-houses are so obvious, the want of provision for adequate ventilation and sanitary and domestic arrangements so general, that from a purely humanitarian point of view steps should be taken to remove one of the most flagrant causes of disease, distress, and discontent in our midst.

The returns of the Board of Health show that one-half of the population of New York (1,040,764 at last census) is lodged in nearly 25,000 such tenement-houses; and that the excessive mortality and sickness in this city are mainly due to the defective system of house-life. It might be well to follow out the relations of crime, disease, and poverty among the city population, as aggravated by our tenement-house system; and to supplement the labors of the Citizens' Association and the Board of Health by bringing prominently before the public the results of special investigation of the subject.

"The city of New York ought to be one of the most healthy cities in the world, for no other large city is favored with greater natural advantages of locality and climate, and perhaps no other city has a larger influx of a vigorous and healthy population from the rural districts and from foreign countries. But a fearfully high death-rate prevails in this city, arising mainly from preventable causes; and this high death-rate is a reliable index to the physical suffering, the want, the neglect, the drunkenness, the sickness, the orphanage, and pauperism with which such excessive mortality is always associated."

These remarks, made in 1864, are equally true now, and the

question now arises whether a combined effort should not be made at once to introduce an improved system of building, and to secure the accidental advantages of the depressed value of land, labor, and materials for the moral and physical benefit of our working population.

At any rate, there is no reason why new tenement-houses, now or hereafter to be erected, should not be built on improved principles, instead of perpetuating the evils which are so generally recognized.

Besides the question of improving the homes of the people, the Committee has continued its investigations into the condition of that large class of persons who, having no domiciles of their own, frequent the city, principally during the winter, and are forced into the police station-houses as the only shelter available for them. The report of the sub-committee on this subject is appended, and claims the most careful attention of every person interested in the settlement of a question which occurs in different degrees in every large city on the continent. It is due to the members of this sub-committee to state that they have devoted an amount of personal labor to their investigation which deserves public recognition.

Nearly every one of the twenty-nine station-houses has been inspected during the night, at the time when they have been most crowded with their fetid population; and the facts verified during the day. The result has, perhaps, been a reward to their labors. In consequence of the startling information thus brought before the public and the police board, steps were taken this winter to separate the station-house lodgers into two classes, habitual and accidental. The habituals are handed over to the magistrates, the others are forwarded to an institution called the Night Refuge, conducted by a private association, where accommodation of the simplest kind is provided under conditions which are intended to prevent any feeling of degradation or loss of character to the applicants for shelter. No worthy man, woman, or child need pass the night without a decent shelter in this city, or without feeling that there are friendly hands ready and anxious to give assistance.

The Refuge, which was opened January 4th, provided 5,012 lodgings to over 1,500 different individuals in that month, and now from 300 to 400 persons are supplied with lodgings at night and a meal in the morning. If some plan could be adopted, as recommended in our last annual report, by which those willing and able to work could be forwarded to places where employment is needed, the full value of such an institution would be felt throughout the country. At present the main difficulty is to provide suitable work for the inmates of the Refuge.*

It is hoped that in Brooklyn a similar work may be undertaken next winter; for the result of preliminary inquiry shows that the same state of things which has existed in New York until this winter is in full force there.

With respect to the City Relief given to the poor at their own homes, it is not improper to state what has been done this winter. The Commissioners of Charities are empowered to distribute coal and other relief to the value of \$50,000, and the Board of Apportionment has granted, since October 1, 1876, from the Excise Fund, \$443,241.12 to the different charitable institutions of this city, to be expended in "the gratuitous aid, support, and assistance of the poor."

How far and with what safeguards *official* out-door relief is desirable is a question which requires the gravest consideration from the Commissioners of Charities of New York no less than from the County officials.

The questions of introducing a system of co-operative stores for the benefit of small consumers, and of establishing depots for furnishing supplies to the poor, have not escaped the attention of the Committee.

These are practical modes of dealing with the necessities of the poor, and deserve earnest investigation; but the Committee has mainly confined its work during the past year to the points already mentioned.

For the Committee,

HENRY E. PELLEW,
Chairman.

* Appendix D.

ANNUAL REPORT
OF THE
COMMITTEE ON LIBRARY.

To the State Charities Aid Association :

THE Library Committee desires to make grateful acknowledgment of donations of books and pamphlets received during the year, a list of which will be found in the Appendix.* Our little collection grows in value every year, and is more freely used by the members of the Association. The reports of the English Local Government Board; of the Charity Organization Society and the Public Health Officers; of our own State Boards of Charities, and State Boards of Health; of the American Public Health Association; of the Social Science Association, and kindred organizations, are found to be of special use and value. The Library Committee hopes by degrees to establish a system of subscriptions and of exchanges with other societies, which will put it in possession, as a regular thing, of whatever reports or papers of any importance they may publish. The Superintendent of the Astor Library having kindly agreed in making purchases to give consideration to any titles of books submitted to him with the recommendation of this Association, a list of standard works on Pauperism, the Care of Poor Children, Hospital Construction and Hygiene, has been prepared and forwarded to him.

For the Committee,

ABBY HOWLAND WOOLSEY,
Chairman.

* Appendix E.

ANNUAL REPORT
OF THE
COMMITTEE ON FINANCE.

To the State Charities Aid Association :

THE Finance Committee begs to call your attention to the receipts in the Treasurer's Report, on a following page, as representing the result of the work of the Committee for the year ending December 31st, 1876—\$2,259.50 in donations, and \$1,213 in subscriptions.* The ultimate aim and earnest desire of the Committee are to secure the entire income required by the Association (\$5,000), in the form of annual subscriptions of \$5 and \$10. These at present amount only to about \$1,936; and in order to secure the Association from uncertainty and anxiety as to its financial resources, the formation of a "Centennial Fund" was proposed at a meeting of the Finance Committee, held December 18th, 1876. The text of the agreement with the twenty-five signatures thus far obtained are appended.

The Committee, in closing this brief Report, feel that it would be most ungrateful not to express its sincere thanks for the generous support which it has received from the public in subscriptions and donations, and for the prompt response to its appeal for the "Centennial Fund."

For the Committee,

CATHARINE C. HUNT,

Chairman.

* Subscriptions to the amount of \$723 were received in December, 1875, for the year 1876. These do not appear in this Report. The subscription list is therefore about \$1,936.

CENTENNIAL FUND.

1876.

THE undersigned, in order to meet any deficiency which may arise in the funds of the "State Charities Aid Association," in consequence of its income being insufficient to meet its annual expenses, hereby agree to pay such annual assessment as may be necessary to make up the deficiency, beginning with the year 1877, and until notice is given by them to the contrary.

Provided: that the sum called for does not exceed \$100 for any one year, and that the assessment be divided *pro rata* among the parties to this agreement.

Signed by

Miss Louisa Lee Schuyler.
Mrs. Richard M. Hunt.
Mrs. Alexander Hamilton.
Mrs. Minturn.
Mrs. James A. Brown.
Mrs. William B. Rice.
Mrs. William Astor.
Mrs. Philip Schuyler.
Mrs. Frederic W. Stevens.
Judge Hugh T. Dickey.
Miss Georgina Schuyler.
Miss A. P. Cary.
Mrs. R. B. Minturn.

Mr. William E. Dodge, Jr.
Mrs. Townsend Burden.
Miss Catharine L. Wolf.
Mr. S. Van Rensselaer Cruger.
Sundry contributors through
a member of the Association.
" " " " "
" " " " "
Mr. Howard Potter, for 1877.
Mrs. Lucius Tuckerman, " "
Mrs. Woodbury Langdon, " "
Miss Eddy, " "
Mr. Royal Phelps, " "

TREASURER'S REPORT FOR THE YEAR 1876.

STATE CHARITIES AID ASSOCIATION

In Account with

JOHN CROSBY BROWN, *Treasurer.*

1875.	CR.	
December 31.—By Balance.....		\$1,125 58
1876 “ Sundry Donations.....		2,259 50
“ “ Subscriptions.....		1,213 00
“ Sales of “Homes of the Lon- don Poor”.....		11 50
		\$4,609 58

1876.	DR.	
To Printing, Stationery, etc.....		1,064 73
“ Rent, Fuel, Gas and Attendance on Door		1,050 00
“ Salaries.....		1,000 00
“ Office Expenses.....		230 00
“ Advertising.....		36 60
“ Sundries		30 35
“ Balance.....		\$1,197 90
		\$4,609 58

1876.		
December 30.—By Balance.....		\$1,197 90

E. & O. E.

New York, December 30th, 1876.

JOHN CROSBY BROWN, *Treas.*

Examined and found correct.

SAML. B. LAWRENCE, N. P. HOSACK, CHANDLER ROBBINS,	}	Auditors.
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EXTRACTS FROM THE
ANNUAL REPORTS OF VISITING COMMITTEES. ;

VISITING COMMITTEE FOR CAYUGA COUNTY,
ORGANIZED MARCH 31st, 1874.

THE Committee report that there are at present no able-bodied inmates of the Poorhouse. From the police records it appears that 954 tramps were lodged at the police station from March 1, 1876, to February 20, 1877, three times as many as ever before in the same length of time. There are no children in the Poorhouse, excepting occasionally nursing infants.

In the Asylum for Destitute Children, 136 children have been cared for during the past year, the average number being 78; 66 have been placed in homes or returned to their friends. No death has occurred during the past year. There is a board of lady managers for this asylum.

The Out-door Relief Committee report that an effort has been made to have the ward executive committee co-operate with the overseers of the poor, the former employing a volunteer corps of visitors. For the disbursement of \$15,000, for which the city of Auburn is taxed, it would seem that more than one person would be required to investigate the cases of applicants for relief, and to distribute wisely this amount. The cause of destitution seems generally lack of employment. In the months of December and January 265 families were assisted by the Out-door Relief Committee; 146 garments were given out to be made.

VISITING COMMITTEE FOR CHEMUNG COUNTY,
ORGANIZED JUNE, 1876.

No Report has as yet been received from this Committee.

VISITING COMMITTEE FOR DELAWARE COUNTY,

ORGANIZED APRIL 13TH, 1874.

Report 108 persons supported in the Poorhouse during the year ending November 1, 1875, of whom 24 were State paupers. During the year ending November 1, 1876, 68 persons supported, of whom only two were State paupers.

At the time of the last visit there were 50 inmates, including two small children. No sick, and no insane.

During the year four children have died, and one has been sent to the Susquehanna Valley Home. The Poorhouse is in good order.

VISITING COMMITTEE FOR JEFFERSON COUNTY,

ORGANIZED APRIL 29TH, 1873.

Report the Committee on a firmer foundation than ever before. Ten members have been added to its number. The county institutions have been regularly visited, and nine monthly meetings held.

One hundred and eleven inmates of the Poorhouse, 69 men and 42 women.

The insane are in a separate building, and number 40, 12 men and 28 women.

There are at present 10 able-bodied persons in the Poorhouse, and 7 children under three years of age.

The new superintendent works intelligently and well, but there is need of a competent woman to overlook the female inmates of the establishment. Owing to the exertions of the Committee, aided by the late physician of the Poorhouse, the supervisors were induced to make an appropriation last December of \$300 for a sick ward, and of \$500 for improving the drainage and increasing the water supply.

A nurse has been engaged, but the other improvements not yet made.

The Orphan Asylum is managed with too strict economy, although with the county appropriations and private gifts the trustees must have a large sum at interest.

The asylum contains but 30 inmates, having a capacity for double that number.

VISITING COMMITTEE FOR KINGS COUNTY,

ORGANIZED OCTOBER 14TH, 1878.

Owing to the burning of the Infant Ward last year, the infants, little invalids, cripples and imbeciles, were all placed for a time in the same ward, which opened into the yard through which the male paupers were constantly passing.

The women are permitted to remain in this ward for from six months to two years, and are only forced to take care of their own infant.

The Infant Ward has now been rebuilt and occupied for several months. The rooms are cheerful and well ventilated, but the one door and staircase are not sufficient in case of fire, and there are no conveniences for washing and drying.

There are many noticeable improvements in the Male Hospital Wards. Bed rests, rocking and sick chairs have been provided, and magazines, papers, etc., distributed to the patients.

The visitors have provided two screens for the Female Hospital Wards, to be placed around the beds of dying patients, and have distributed delicacies and reading material.

The Training School for nurses has not yet been organized, but the need for such an institution is most evident.

Owing to the destruction of the Home for the Aged, the inmates of that institution were crowded into the Female Almshouse.

The arrangements for washing are very defective, and the general condition of the building is one of discomfort and confusion.

The women's sewing-room being placed in the basement of the Male Almshouse, there is no restriction to the intercourse of the inmates.

The reading material supplied by the Committee is gratefully received.

The neatness and order found in the Male Almshouse is a gratifying contrast to the condition of the female wards.

The dormitories are thoroughly ventilated, the bedclothes clean, and the beds well filled. The dining-halls, tables, and their appointments, equally satisfactory.

The Committee would, however, call attention to the foul odors emanating from the wash-room, and the presence of two young boys in the midst of the older men, and say: "We may ameliorate the condition of the inmates and improve their surroundings, but until we give them work we have not touched the root of the evil; their greatest, most imperative want is yet to be provided for."

In spite of the investigation of Dr. Ordronaux last year into the condition of the Lunatic Asylum, and the abuses brought to light, the changes for the better have been but few.

The corps of nurses is too small; there are but two physicians, one of whom is seldom met with in the asylum, and the matron rarely does anything for the comfort of the patients. There is no night-watcher provided, and the wretched condition of the damp, sunless cells, with the water dripping from the walls, is too deplorable to be passed without notice. The beds have, however, been furnished with new blankets, and the building made comfortably warm. The new building, formerly the nursery, is finished, and is to be occupied by the incurables, which will relieve the overcrowded asylum.

On the abolition of the County Nursery and the distribution of the children among the various private institutions, the Committee on Children was divided into three sections:

1. For the visiting of the children left in the county nursery building.
2. For the visiting of children placed in Roman Catholic institutions.
3. For the visiting of children placed in Protestant institutions.

The children not included under the law of transfer are the idiotic, epileptic, insane, or hopelessly diseased. Such remain in the county building or are transferred to the hospital.

The Committee for the Catholic Institutions report that there is not the least doubt that the children are physically well cared for. Their appearance indicates that they have good food, and that they are trained to habits of neatness and order, a great improvement on their condition while in the Flatbush Nursery. The Committee notice, however, that many of the children have a stolid, indifferent expression, such as institutional children are apt to have, and which appears to be an inseparable condition of institution life.

The Committee for Protestant Institutions report that on the breaking up of the County Nursery, on the 15th of August, 1875, 17 children out of the 400 inmates were sent to the Brooklyn Home for Destitute Children, the only Protestant home appointed to receive them. Many of these children were brought to the home with ophthalmia or some other disease, but the purer air and better care soon had a beneficial effect. The older children of this Home are sent to the public school.

Since August 1, 1876, the Commissioners have refused to place any children in the Protestant Home, on the ground that they are transferred to homes in the West, and all the Protestant children have been placed in the overcrowded asylum in the Eastern District.

The Report ends as follows: "In concluding, we can but say that the great responsibility of the well-being of so many human beings—800 in the Lunatic Asylum, 1,100 in the Almshouse, 400 in the Hospital, 40,000 out-door poor—can be properly met only by men of wide information on the best methods of charity, of large sense of responsibility, and great faithfulness. When men are placed in this great charge on account of fitness, rather than for partisan purposes and political preferences, the community may be considered as fulfilling its duties towards this mass of fellow-creatures."

VISITING COMMITTEE FOR LIVINGSTON COUNTY.

ORGANIZED FEBRUARY 10TH, 1876.

During the past year the Poorhouse and Insane Asylum have been regularly visited by the Committee, who have always found the buildings in good condition and the inmates well taken care of.

On February 1, 1877, the Almshouse contained 152 inmates, 79 adult males, 49 adult females, and 24 children under sixteen years of age.

The Lunatic Asylum contained 47 inmates, 28 male, 19 female.

Every effort is being made to have the children over three years of age placed in families, but there is so much difficulty in accomplishing this that the Committee hope to establish a "temporary home."

Both institutions are regularly visited by a physician, and religious services are held every Sunday.

The library is well supplied with reading matter.

VISITING COMMITTEE FOR MONROE COUNTY,

ORGANIZED OCTOBER 3D, 1873.

On the 7th December, 1876, the Committee on Children reported a few children in the Poorhouse, and 90 at the Truants' Home. These children appear to be well fed and cared for; but their moral and intellectual training is not what it should be. School arrangements are especially defective.

The Committee on Adult Able-bodied Paupers report at the same date 300 male paupers in the Almshouse, of whom 180 were capable of some work. Of these 300 it is estimated that 270 were brought to their present condition by intemperance. There were 22 men in the Almshouse, not paupers, and willing to work. There were 100 women in the Almshouse, nearly all of these brought to their present condition through intemperance.

Dr. Lord, the superintendent of the Insane Asylum, has

expressed his appreciation of the work of the Committee, and his wish that it should be continued.

The subject of Out-door Relief has been of paramount interest to the Monroe County Committee during the past year. On the 17th January, 1877, a Central Aid Bureau was opened in Rochester, to serve as an employment office and depot of supplies. The city is completely districted, and there are 160 volunteer visitors. These visitors, besides visiting the poor of their districts, collect money and supplies for the Central Bureau. It is also made an important part of their duty to aid in procuring employment for those who need it. The cases of applicants are divided into two classes, those who have been relieved by the poor-master, and those who have not received town relief. The first class are referred to the poor-master, the Bureau supplementing official relief when absolutely necessary. The second class are relieved by the Bureau. Each visitor is furnished with printed blanks for orders, which he fills in after investigation with the necessary details, and gives to the applicants for presentation at the Bureau. Nothing is given out from the Bureau excepting upon these orders or upon Bureau checks. These checks represent the value of work done. It is hoped that these checks will soon take the place of visitors' orders. The orders represent alms given; the checks represent wages earned.

VISITING COMMITTEES FOR NEW YORK COUNTY.

I.—VISITING COMMITTEE FOR BELLEVUE AND OTHER PUBLIC HOSPITALS,

ORGANIZED JANUARY 26TH, 1872.

Report that during five years they have made repeated complaints of the construction and management of the hospitals. While the individual efforts of the visitors have done good, the system from which abuses spring remains the same, and must be exposed.

The administration of the public charities has properly nothing to do with politics; but the department is merely a

political machine. Not that the appointments are all bad; some are very good, but the Commissioners are hampered by political considerations which ought not to influence them. For example, the Committee asked for the removal of a certain incompetent official, and were told that no one in the department was powerful enough to effect it. This was two years ago, and the incompetent person still retains the post.

The Commissioners of Charities and Correction are charged with too great a variety of work. They have to provide for the disorderly, the paupers, the sick, and the insane; and the care of one of these classes is elsewhere thought sufficient for a large body of men.

Among the needed reforms in the hospitals are, first, the proper distribution of supplies. Each patient is, in theory, entitled to a certain allowance. Why should this vary? Vegetables were scanty last autumn; in some wards potatoes were given but six times in two weeks; condensed milk is sometimes so watered as to afford no nourishment; one ward has a full supply of sheets, and another shows a constant deficiency; and in all the institutions too little soap is given. In the European hospitals, and in most American ones, a linen-room, where the house-linen is kept, repaired, and distributed by the matron, is considered indispensable; in Bellevue and Charity Hospitals, a few blankets, sheets, etc., are kept in the store-room among the provisions, and given to the nurses and orderlies who apply for them. In Charity Hospital *one* clean towel a day is allowed for the ophthalmic ward; in the ward for skin diseases *one* clean sheet per bed is given weekly; in the pavilion for gangrene and erysipelas there are *seven* towels in all for the patients' use. That the patients are kept as clean as they are speaks well for the care they receive. In respect to nursing, the public hospitals are in advance of the private hospitals of New York. The Training School at Bellevue has had exceptional advantages in the attention it has received from its committee of management. At Charity Hospital great progress has been made; the women are of a better class, and anxious to learn; but they should have a matron at their head,

responsible to the physicians for their work, and to the chief of staff for their discipline. At present the chief of staff is called upon to settle disputes among the women; his labors are arduous and discouraging; but in spite of obstacles he has effected many improvements.

The heating and ventilation of Charity and Bellevue are notoriously bad. The State Charities Aid Association would have furnished a plan prepared by experts for a new ventilating and heating apparatus for the hospitals, but the Commissioners did not consult them, and offered the contract for putting one in at Bellevue to the lowest bidder. The work, now completed, is a total failure. The bad condition of the plumbing work aggravates the defects of the ventilation; the pipes are often out of order; and on January 20th thirty-two of the faucets were leaking.*

The ventilation at Charity Hospital is to the senses even worse. The foul air from the cellar, through the center of which the main sewer passes, is heated and carried into the wards; the ventilating flues open into the attic, instead of being carried into the outer air. When the hospital was built it was intended that fans should be placed in the cellar to supply fresh air, but they have never been introduced; the windows of the cellar are not kept open because, it is said, it would increase the consumption of fuel to bring in fresh cold air to be heated.

The "Helping Hand" has continued its work among the workhouse helpers with excellent effect; there has been an average weekly attendance at the meetings of eighty-one women, of whom fifteen or twenty have come regularly through the year, and 1,053 garments and 1,501 aprons have been made by the women.

The Committee urge the necessity of building maternity pavilions on Blackwell's Island, to relieve the over-crowding of Charity Hospital. In the present maternity wards there

* See Appendix C.

were in 1876, four hundred and forty-nine births, and nineteen deaths of mothers; while in 1875 there were five hundred and seven births, and only nine deaths of mothers. A small Maternity Hospital is much needed in the city. The Committee appealed to the Commissioners of Charities, who induced the Nursery and Child's Hospital to receive these street cases for the present; but the arrangement is a temporary one.

The Ninety-ninth Street Hospital, which is well cared for, is not required, since there are several large hospitals in the vicinity which would be glad to take the patients. The Committee recommend that it be closed, and that the funds for its support be applied to a small Lying-in Hospital.

The Hospital for Incurables is comfortable and in good order. The Hart's Island Hospital is improved, bath-rooms with water-closets have been built on to each ward, and the female wards have now two nurses apiece.

The Committee conclude that their work has not been useless; though much remains to be done, much has been accomplished; a higher standard has been given to the institutions; and, by the aid of public opinion, they may at last become models.

The Training School for Nurses established at Bellevue Hospital in May, 1875, has met with a success greater than its managers had even ventured to hope. During the last year its work has increased from the care of nine wards with 160 beds and thirty-one nurses to twelve wards with 192 beds and fifty nurses. Ten trained nurses are at present detailed for private service, and the managers expect to increase the number of their pupils during the coming year. The class of women applying for training is of a higher grade than formerly, and the managers in their recent report express their confidence that the period is not far distant when the profession of a nurse for the sick will rank with that of a teacher for the young. One trained nurse is now employed in visiting the sick poor, in connection with the female branch of the New York City Mission. This is, the Committee trust, the foundation of a work of district nursing which will be extended

throughout the city, and which will be an inestimable blessing to the poor in our crowded tenement-houses.

II.—THE NEW YORK VISITING COMMITTEE FOR THE INSTITUTIONS FOR CHILDREN ON RANDALL'S ISLAND,

ORGANIZED FEBRUARY, 1878.

Since the breaking up of the Nursery Department the buildings visited by the Committee comprise the Infant Hospital, the Idiot Asylum, and the Nursery Hospitals.

INFANT HOSPITAL.

(See TABULATED REPORT.)

This building always appears to be clean and in good order. The children seem well cared for, but for the mothers some useful occupation and instruction would be of the greatest possible benefit.

IDIOT ASYLUM.

(See TABULATED REPORT.)

During the past year a more thorough classification has been made. The male and female hopeless cases have been removed to separate pavilions, and the hospital being entirely detached, the main building contains now only teachable idiots.

The daily school attendance averages 90 children, presided over by a superintendent and three under-teachers, and the instruction is altogether more satisfactory, as the classes have been subdivided, one new teacher has been added to the staff, and an efficient one has replaced another who was quite unequal to the position.

NURSERY HOSPITALS.

(See TABULATED REPORT.)

Two trained nurses from Charity Hospital were in attendance for several months, but the matron made their positions so unpleasant that they were obliged to leave the hospitals, a circumstance much regretted by this Committee.

The Board of Education continue to send teachers, who instruct all who are capable of attending school.

The smaller number of inmates has removed many of the difficulties which formerly existed. The nurses are not overworked, diseases are better classified, the laundry work is more thorough, and there is a sufficient supply of towels, soap, etc.

But the Hospitals are not what they ought to be, and what they might be under efficient management, and this Committee must continue to protest, hopeless as it appears to be, against the low rate of wages, the employment of prison attendance, and the continuance in office, through political influence, of officials who are unfit for their positions.

INFANT HOSPITAL.

CHILDREN.	Infant Hospital.	Farmed out Children.
Remaining January 1st, 1876.....	240	66
Admitted during the year.....	971	84
Total.....	1211	150
Discharged during the year.....	493	31
Adopted " " ".....	86	8
Transferred " " ".....	84	3
Died " " ".....	386	52
Total.....	998	94
Remaining January 1st, 1877.....	218	56

IDIOT ASYLUM.

	M.	F.	Total.	
Remaining January 1st, 1876.....	86	87	173	
Admitted during the year.....	80	14	44	
Discharged.....	116	101	217	217
	10	7	17	
Adopted.....	106	94	200	
		1	1	
Died.....	106	93	199	
	8	8	16	
Remaining December 31st.....	98	85	183	84
	98	85	183	183

NURSERY HOSPITALS.

	M.	F.	Total.	
Children in Hospitals January 1st, 1876.....	154	65	219	
Admitted to " during year "	49	45	94	
	208	110	318	318
Discharged to Parents or Friends.....	76	24	100	
	127	86	213	
Transferred to other Institutions.....	56	37	93	
	71	49	120	
Adopted.....		7	7	
	71	42	113	
Escaped.....	8		8	
	68	42	110	
Died	6	2	8	
	62	40	102	211
Remaining December 31st, 1876.....	62	40	102	102

CHILDREN ON RANDALL'S ISLAND, JANUARY 1st, 1877.

Infant Hospital.....	213
Idiot Asylum.....	183
Nursery Hospital.....	102
	498
Children over 8 years old admitted during the year 1876.....	138
" " " " " " " " 1875.....	1080
" " " " " " " " 1874.....	1118

III.—THIRD ANNUAL REPORT OF THE COMMITTEE ON BOOKS AND NEWSPAPERS.

The distribution of newspapers, magazines, and books has continued with unabated zeal, and the numbers received during the past year have largely increased. The donors of the reading so kindly furnished are rarely known, so that the gifts remain unacknowledged, but each kind giver may rest assured that his thoughtfulness has helped to lighten many hours which, without it, would have been most weary.

The reading matter sent to the rooms of the State Charities Aid Association is sorted into separate parcels, as may seem

suitable for the sick, the old, or the young; and there is no institution, however low in life its inmates may be, where there are not at least a few who hail with delight "something to read."

So long as this Committee occupied itself exclusively with hospitals and prisons it was often puzzled to know what to do with foreign periodicals, and much other reading of a high order which seemed sadly out of place among the very poorest classes. It soon learned to widen the sphere of its usefulness, and now sends to the Inebriate Asylums and sometimes to the Light-houses, while some excellent school-books have been given to the district telegraph boys.

The daily distribution of the morning and evening papers has continued with no intermission throughout the year. Boxes are placed at the Grand Central and Thirtieth Street Railroad Stations, at the ferries at Chambers and Barclay Streets, at the two Staten Island and the three Brooklyn and Cortlandt Street Ferries, and at the corner of Eighth Street and Broadway.

About one hundred and fifty papers are collected daily from these points, and are distributed in Bellevue and Charity Hospitals, and at the hospitals on Ward's and Hart's Islands.

The supply is not as large as is desirable.

On Hart's Island one of the inmates of the hospital has employed himself, under the direction of the chaplain, in binding the magazines received from the Committee. He has made them into about four hundred volumes.

During the past year packages have been sent to over sixty different institutions in New York City, and fourteen different institutions throughout the State.

The expenses of the Committee during the year have been \$368.77.

VISITING COMMITTEE FOR ORANGE COUNTY (GOSHEN),

ORGANIZED MAY, 1874.

828 paupers have been provided for during the year ending November 1st, 1876. Of this number 389 were tramps, 379

in-door and 60 out-door paupers; 18 children boarded out in the Susquehanna Valley Home; 2 children bound out as apprentices, five sent to the House of Refuge.

Eighty-two chronic insane kept in separate building.

Yearly cost per pauper (including insane), \$105.30.

Men employed in out-door work and women in sewing.
Health of inmates excellent.

VISITING COMMITTEE FOR ORANGE COUNTY (NEWBURGH),
ORGANIZED DECEMBER 13TH, 1873.

During the past year there have been no important changes in the Almshouse. The alterations reported last year have been completed, so that the women occupy the main building, while the wing is set apart for the male inmates.

The total number of inmates is sixty, not including four children who have been brought in recently for a "temporary home."

The Committee has strongly urged the necessity for a separate accommodation for these children, and others who may be brought to the Poorhouse, the Commissioners being unwilling to give up their jurisdiction over them, as they would be obliged to do if they were placed in the Newburgh Home for the Friendless or Port Jervis Catholic Institution.

The Committee strongly advocate the establishment of a Temporary Home, under the charge of a special committee whose duty it should be to find suitable homes in families as soon as practicable for any children who should come upon the city and town of Newburgh for support. In order to avoid the danger of pauperizing influences, the Committee object to have such home placed on the Almshouse premises.

The tramps have decreased in number during the past year, and in January it was reported that not one had been seen for nine days.

So many of the inmates of the Almshouse are aged and infirm that it is difficult to employ them, and at times it is not easy to have even the necessary housework done. The house is, however, kept invariably neat and clean.

The work of the Newburgh Organization for Improving the Condition of the Poor has done much to relieve the distress among the worthy Poor of Newburgh, by district visiting and furnishing sewing to women who would otherwise suffer for the want of food and clothing.

The Almshouse Commissioners also furnish more or less out-door relief, and work for men on the Almshouse grounds.

VISITING COMMITTEE FOR OTSEGO COUNTY,

ORGANIZED JUNE 15TH, 1874.

The work of this Committee has practically ceased during the past year, owing to various discouraging circumstances. It is hoped that it may be revived, as the condition and management of the Poorhouse are not satisfactory. The Chairman of the Committee on Children reports that the six children returned from the Poorhouse to the Orphanage at Coopers-town (as stated in last Annual Report) are in remarkably good condition, and have cost the county less than those removed to Springfield. The condition of the children at Springfield was much better than in the Poorhouse. Upon the election of a new superintendent they were again removed in January, 1877, to the village of Milford. The last account of them was not very encouraging, as there were 31 children in a small house, with only one woman to care for them. She is a very respectable woman however, and will do her duty faithfully.

VISITING COMMITTEE FOR QUEEN'S COUNTY.

ORGANIZED JUNE 21ST, 1873.

Report that the bill (strongly recommended by the Committee in resolutions passed February 29th, 1876) providing that the superintendents of the poor for Queen's County should be appointed by the Board of Supervisors, instead of elected by the people, has become a law. The Committee hope much from this change in the administration of the public charities in Queen's County. We quote from the Annual Report :

" We must do justice to the present keeper and his wife, by

alluding to the very clean and orderly appearance which is always found to prevail throughout the buildings and the surroundings at Barnum Island ; also to their success in stimulating to labor many of the paupers, both men and women, and to other evidence of judicious and economical management. It is suggested, however, that some steps be taken to secure an accurate enumeration and price of all supplies received by the keeper, so that a record may be kept of receipts and prices as well as disbursements.

"The problem of pauper labor has claimed our special attention during the past year. Reports from the Pittsburg Penitentiary, with which is connected a most successful workhouse, have been carefully studied with a hope of discovering some branch of industry that might be profitably introduced in our County-house.

"A very interesting report by the Rev. O. C. Cobb, explaining the principle upon which the workhouse of that institution is conducted, has already been published ; but we seem to need something different here, for while there they have the advantage of costly machinery and skilled labor, on Barnum Island there is nothing of the kind. It may be more difficult to utilize the labor here, but after surmounting so many difficulties certainly we shall not be overcome by this one. Let us not rest until we have devised some way by which our able-bodied paupers may be furnished employment. The breaking or dressing of stone for various purposes has been suggested, but no plan sufficiently developed to offer for trial."

Since the last Report five religious services have been held on the island.

At a meeting last October a resolution was passed that the President of the Committee be requested to recommend to the proper officers that, in case of death at the Poorhouse, means be taken to have the burial conducted with religious services.

In September a Special Committee met the Board of Supervisors in reference to the propriety of removing the lunatics from Freeport to Barnum Island. It was the opinion of Dr. Ordronaux that no lunatics should be removed there until

suitable buildings were erected for their exclusive use. The supervisors have considered the matter, and as yet have arrived at no conclusion.

The law with regard to pauper children has in several cases been violated, perhaps owing to the difficulty of obtaining homes for them outside of the Poorhouse.

The Standing Committees have made frequent visits to the respective institutions, or departments of institutions assigned to them.

The Hospital Committee reports nine visits during the year. The average number of patients eighteen. In the early part of the year the building was unclean and untidy, as well as entirely too crowded; but after the first three or four months the Committee reported satisfactory reforms in these particulars.

The Hospital Committee is of opinion that water should be obtained from the mainland, by being led through pipes to the island, and pumped by a windmill. It is thought the work could be completed in sixty days, if commenced soon, at a comparatively small expense, all the labor, except mechanical, being accomplished by the paupers.

The Town Poorhouse of Hempstead is conducted in a manner creditable to the keeper; also that of Oyster Bay and North Hempstead. The Flushing Farm, as it called, is a rare exception. The keeper and his wife have succeeded in giving it a homelike appearance and feeling, observed to such a degree in no similar place in the county.

The Newtown Poorhouse has an average of about seven inmates during the summer, and from eighteen to twenty during the winter, nearly all men, most of them aged or infirm. Most of the inmates are transient, remaining from one to two weeks. They are now kept at the Town Poorhouse instead of being sent to Barnum Island, as it is said to be more economical. They are kept at the rate of \$2.50 per week, instead of \$4 as heretofore, and the expense of transportation is saved.

VISITING COMMITTEE FOR RICHMOND COUNTY,

ORGANIZED JANUARY, 1874.

Report that the entire cost of pauperism in Richmond County during the year ending November 1st, 1876, was \$29,450.54, of which \$5,312.17 was spent in out-door relief.

The Committee on Adult Able-bodied Paupers report 112 persons in the Poorhouse who may be called able-bodied, who are kept employed in out-door work as long as the weather permits.

An ice-house was constructed at the recommendation of this Committee, and the supervisors have generally shown themselves willing to pay attention to any suggestions made.

The Hospital Committee report eight persons ailing, and none very ill.

During the past year there have been nineteen deaths in the Poorhouse. But few persons brought ill to the Poorhouse have any chance of recovery.

The hospital arrangements are very imperfect, and the five insane should be kept in a separate apartment.

At the beginning of the year 1877 twelve children were under the county care; all are now placed in families, with the exception of two infants at the County-house. The ten children are in comfortable homes, attend day and Sunday school, and are reported as doing well.

The Committee says: "We think that the most remarkable fact shown in connection with this work is that, while during the year 1875 there were forty children supported by the county, there are now but twelve, and at no time during the past year has the number exceeded twelve."

The Committee on Out-door Relief reports as follows:

"The superintendents of the poor of Richmond County paid for temporary relief, from November, 1875, to November, 1876, the sum of \$5,312.17."

In Middletown, in the year 1874-75, 128 families were relieved at an expense of \$1,010, of which same families 75 were relieved in the year 1875-76 at an expense of \$716. The

name of one woman, a notorious drunkard, appears in the lists of both Middletown and Castleton.

In Westfield 47 families were relieved in 1874-75 to the amount of \$824.88, of which 22 received aid in 1875-76 to the amount of \$415.50.

In Castleton, from January 1st, to November 1st, 1876, 192 families received relief to the amount of \$1,523.75, of which 98 were also relieved in 1875-76, receiving \$915.75. Of those who thus received what is called "temporary relief" during two consecutive years, at least 30 persons are confirmed drunkards or otherwise vicious.

Several widows with children, who could probably have managed without county help, received relief, as well as many old men and women who have relatives and friends who could support them, and probably would do so if no county relief were afforded."

The Committee feels so strongly that it would be better for the town, and better for the people themselves, if no county out-door relief were given in the town of Castleton, and is so strongly persuaded that the worthy would be helped more efficiently by private charities, if it were understood that no public aid was to be expected, that it has prepared a petition to be signed by the citizens of Castleton asking the Board of Supervisors to henceforth withhold it.

VISITING COMMITTEE FOR TOMPKINS COUNTY,

ORGANIZED JUNE, 1874.

Since the last Annual Report the condition of the Poor-house has been improved in several respects, and other changes are expected. The Committee have succeeded in convincing the supervisors of the great need of better accommodations for the sick, and active measures are now being taken for the supply of such accommodations. Some suggestions on this subject have been furnished by the Hospital Committee of the State Charities Aid Association.

There is a need of a Labor Information Bureau, although a

better state of things exists now than during the fall, and but few men who really desire employment are forced to remain idle.

**VISITING COMMITTEE FOR ULSTER COUNTY (KINGSTON),
ORGANIZED MAY 18TH, 1874.**

Committee on Out-door Relief report the upper part of the city thoroughly visited by the General Dorcas Society; the lower part of the city divided between Protestant and Catholic societies.

Committee on Almshouse report the institution in excellent condition. Inmates eighty-two in number, most of them infirm, but only four of the number unable to do some work, and employment is found for all according to their ability.

The children, twenty-two in number, have been removed to an institution called The Industrial Home of Kingston. The managers intend to make this a temporary industrial home for children. It is to be supported in part by the city, and in part by annual subscriptions. It is to be unsectarian, and the Committee have the co-operation of both the Catholic and the Protestant churches.

**VISITING COMMITTEE FOR WESTCHESTER COUNTY,
ORGANIZED JANUARY 9TH, 1872.**

The Committee have carried on a regular system of visitation during the year, through sub-committees, and while they are not able to report any radical changes in the management of the Westchester County-house, they believe that the visitatorial work of the year has not been without good results.

Recognizing the fact that an intelligent public opinion is the best influence that can be brought to bear upon the public servants who are charged with the management of our charitable institutions, it has been their purpose to enlighten and direct that opinion in such a way as to make it authoritative.

No change has been made during the year in the building connected with the County-house. The houses are in ad-

mirable condition, and in point of cleanliness and order are above criticism.

To the casual visitor the management of the institution would seem to need little but commendation.

The Committee, however, are satisfied, from long acquaintance with the conduct of the place, that more care is bestowed upon the exterior surroundings of the institution than upon its unfortunate inmates.

They are satisfied that an amount of misrepresentation and deception is used in connection with their own visits, and the examinations of others, not consistent with a thoroughly honest and judicious administration of affairs. The reports of sub-committees have brought to light so many instances of neglect and abuse in the care of the sick and the insane, that the Committee cannot regard the present management of the County-house with any satisfaction or confidence.

The cost of the institution is so great that it is hoped the taxpayers of the county may be aroused to a careful scrutiny of a system so expensive.

The matter of a better provision for the insane has always engaged the attention of this Committee, and has been the subject of much earnest discussion.

A very full report upon this subject has been made to this Committee during the year. The sub-committees make the same report, quarter after quarter—dark, badly ventilated and comfortless cells for this unfortunate class; and the Committee feel that they will not discharge their duty if they fail to continually direct attention to this great evil in our County-house management.

During the summer the County-house was unusually crowded, the keeper reporting the average number of inmates not less than four hundred.

Owing probably to the intense heat of the season, the number of deaths was unusually large. The utter lack of all proper and decent provision for the burial of the dead has continually engaged the attention of the Committee.

In almost all cases coming under their notice no service of

any kind was held, and the dead were simply put into the ground as if they had been animals. Your Committee regard this state of affairs as not only very indecent, but as exercising a very unfortunate influence upon the inmates.

During the early part of the year steps were taken to co-operate with the superintendents of the poor in securing homes for the children of the County-house, under the provisions of the new law. Of the forty for whom it was necessary to provide, sixteen were sent to the Catholic Protectory, twelve were placed in private families or returned to their mothers, and the remaining twelve were sent to the Five Points Mission.

This last experiment, however, resulted disastrously, for of the number sent, four afterwards died at the Five Points Mission, and another was reported to be in a dying condition.

In Westchester County, as elsewhere, much interest is felt in the class known as "tramps," and the county, owing to its proximity to New York, is much infested by them. No general provision has been made for them, however, and the Committee has availed itself of the efforts of other communities in gathering information upon this subject.

The Committee have noted, with regret, the increased number of idiots in the County-house. Ten young girls of this class were at one time inmates, and of these, four were confined in the quarters of the insane.

In the month of September there were present in the house thirteen children, of whom nine were under three years of age.

In conclusion, the Committee feel that, while many salutary changes have been effected in the management of the County-house, much still remains to be done.

The special evils noted in the present condition of things are the lack of comfortable quarters for the insane, of intelligent and kindly care for the sick, of a decent respect for the dead, with a frequent harshness of treatment of the inmates, which the Committee cannot too severely reprehend.

VISITING COMMITTEE FOR YATES COUNTY,

ORGANIZED DECEMBER, 1874.

The Committee report no change in the wretched condition of the Poorhouse, and quote the following presentment of the Grand Jury to the Board of Supervisors, to justify their own statements:

"The undersigned, comprising the members of the Grand Jury, would respectfully call the attention of your Honors to the following facts concerning the condition of the Yates County Poorhouse.

"From evidence presented to us it appears that this building is not suitable and should not be used for a County Poorhouse; that the walls of the main or stone building on two sides are not safe, and are kept from falling by timbers propped against them; that there are cracks in the walls, through which wind, rain and snow so force their way that it is impossible to make the inmates comfortable during cold and stormy weather; that the floors are so worn away that the water used in cleaning them works its way through the walls and ceilings underneath, there to remain until it dries out, and making the rooms very unhealthy; that some portions of the building are in such condition that during rainstorms the water works its way from the roof to the cellar; that there is no room suitable that is or can be used for a hospital, no place where a sick person can be properly cared for; that the plastering or ceiling in many of the rooms has fallen, and has been replaced with paper, felt or cloth, all of which retaining moisture has had a tendency to make the building more unhealthy, and in our opinion caused much sickness and some deaths there during the present year.

"The Poorhouse has been in nearly as bad condition as this for several years. None but slight repairs have been made upon it, and these have been such only as were absolutely necessary to render it at all habitable. It is the opinion of the present superintendent of the poor, and those of our number who have visited it, that it is impossible to so repair

the present County Poorhouse as to make it a fit place to keep human beings in.

"At various times the Boards of Supervisors of this county have been requested to provide some suitable and comfortable place for our county paupers, but have neglected to do so, although admitting that the Poorhouse was a disgrace to the county and a stain upon our humanity. In our opinion there has been willful neglect somewhere in regard to this matter, but from evidence before us we cannot fully determine upon just whom the responsibility for this neglect should rest; and we undertake this course in presenting the matter to you in the hope that by so doing the supervisors of our county shall have their duty in the matter pointed out to them and be compelled to do it.

"PENN YAN, N. Y., Dec. 9th, 1876."

APPENDIX A.

THE Annual Report of the State Board of Charities, dated January 15th, 1877, states, "the number of children in the several Poorhouses and Almshouses of the State, at the time of the passage of this act,* according to the returns, was two thousand and eighty-eight (2088), or about fourteen per cent. of all the inmates. Of these four hundred (400) were in the Almshouse of Kings County, and nearly eleven hundred (1100) in that of New York. * * * * During the past year forty-three (43) of the Poorhouses and Almshouses have been visited, and a careful examination made of the children in their care; and an inquiry has been instituted as to the number and condition of the children in the remainder of these institutions.

The following is a statement of the number of children in such institutions, according to the examination and inquiry.

	Male.	Female.	Total.
Under 3 years of age.....	318	270	588
Between the ages of 3 and 16 years.....	295	210	505
Aggregate.....	613	480	1093

* Chapter 173 of the Laws of 1875.

It will thus be seen that the number of children in the Poorhouses and Almshouses at the times of the inquiry was only one thousand and ninety-three (1093), or about seven per cent. of all the inmates, as against two thousand and eighty-eight (2088) in 1875, when the act went into effect.

The following is a classification as to the condition of the children between the ages of three and sixteen years :

Healthy and intelligent.....	152
Teachable idiots.....	111
Unteachable idiots....	97
Feeble-minded.....	31
Epileptics.....	19
Paralytics.....	4
Otherwise diseased.....	34
Crippled and deformed.....	45
Blind.....	9
Deaf mutes.....	3

Of the idiots, one hundred and four (104) of those classed as teachable, and seventy (70) of those as unteachable, were in the Idiot Asylum of the Almshouse Department of New York City. The former have the advantages of a well-ordered school for this class, and the institution affords proper care for the unteachable.

The following is a list of the Poorhouses and Almshouses containing five or more children over three years of age classed as healthy and intelligent, and the number of such children in each respectively :

Columbia County Poorhouse.....	6
Essex County Poorhouse.....	20
Greene County Poorhouse.....	5
Livingston County Poorhouse.....	7
New York City Almshouse.....	26
Putnam County Poorhouse.....	7
Hempstead Town Poorhouse.....	6
Oyster Bay and North Hempstead Town Poorhouse.....	12
Saratoga County Poorhouse....	5
Sullivan County Poorhouse.....	11
Ulster County Poorhouse.....	6
Kingston City Almshouse.....	21
Washington County Poorhouse.....	5

The remaining fifteen (15) were distributed in other Poorhouses."

APPENDIX B.

ASSEMBLY BILL No. 79.

NEW YORK, FEBRUARY 13TH, 1877.

HAVING learned that the impression prevails among members of the Assembly that the establishment of District Workhouses, as provided by Assembly Bill No. 79 (reported favorably by the Judiciary Committee), will entail expense on the people of the State, we wish to call your attention to the fact that it is, on the contrary, a measure of the wisest economy, for the following reasons :

1. Because it proposes to transfer from the county jails, where they spend the time of their sentence in absolute idleness, all persons convicted as vagrants, and place them in workhouses, where they will be compelled to support themselves. The counties will thus be relieved of the burden of maintaining thousands of idle and vicious persons while they are undergoing punishment.

2. A system of reformatory treatment will be carried on in the workhouses, and it is believed that a portion of the inmates will by this means be rendered permanently self-supporting.

3. The proposed discipline will become irksome to incorrigible vagrants, many of whom will leave the State, and thus the workhouses will, both by reformatory and deterrent influences, materially diminish the vicious population of the State.

4. The actual expense of establishing the workhouses will not be great, since the members of the Boards of Managers are to receive no salaries, and the bill provides only for the *hiring* of buildings, and the purchase of furniture, tools and raw material for the employment of the inmates.

As no buildings are to be erected, the number hired can at any time be diminished, should the diminished number of vagrants warrant such a step.*

LOUISA LEE SCHUYLER,
HOWARD POTTER,
THEODORE ROOSEVELT,
THEODORE W. DWIGHT,
ELISHA HARRIS, M.D.,
FRANCIS C. BARLOW,
FRED. LAW OLMSTED,

JOSEPHINE SHAW LOWELL,
EMILY REDMOND,
O. B. FROTHINGHAM,
WM. E. WORTHEN,
CHARLES H. MARSHALL,
C. D. GAMBRILL.

* A copy of this circular was sent to members of the Legislature and other persons.

APPENDIX C.

JANUARY 18TH, 1877.

- TO THE REV. HENRY C. POTTER, D. D., *Chairman of the Committee on Hospitals :*

Sir—The Special Committee on Hygiene and Ventilation of Bellevue Hospital respectfully submits the following Report :

The Committee has visited the hospital from time to time, and found the hygienic condition very defective.

The cells for the confinement of males who are noisy and unmanageable, as well as lunatic patients, are immediately over a cellar; each cell has an iron grating in the center of the floor; beneath the grating is a steam-coil to heat the air as it passes over it and into the cell. The air thus supplied to the patients is very objectionable; it is taken from a cellar containing coal, lumber and much rubbish, with no provision for admitting pure fresh air or light, the windows having been walled up. Some of the soil-pipes exposed in the cellar seem to be leaking more or less all the time, adding impurities to the atmosphere. Whenever the floors of the cells are swept or scrubbed the grating affords a means for conveying dirt to the cellar and coating the coils under the grating with the same. Foul air is thus constantly supplied to the patients, with no provision for taking it away except by opening the window or the door into the hall, which cannot always be done. The cells for violent female patients have no cellar underneath. The floor is damp; it seems to be but little above the ground. There is no direct provision for heating or ventilating them. Warmth and ventilation can only be obtained by opening the doors communicating with the hall, which is insufficient. Two of these rooms only are heated by the service-pipe of steam supplied to the ward above.

The water-closets have no direct communication with the outer air, but have windows opening into the hall and into the sleeping-room of the nurse, where, as well as into the cells, the poisonous atmosphere is diffused. The condition of these water-closets is shockingly offensive; this may be said of all the water-closets of the hospital. An improvement in this respect is needed above all others.

Ward 83, called Workmen's Ward, is very foul; here a small bedroom, used by a cook, adjoins the water-closet, which has no means of ventilation except into the cook's bedroom.

Wards No. 2 and 3 are worse than all others, while the class of patients treated in them demand an absolute pure air.

No. 8 is the ward for children, most of whom are afflicted with hip

disease; No. 2 is the ward for acute surgical cases, where purity of air is of the utmost importance.

The water-closets communicate directly with these wards, they are in a deplorable condition, and contaminate the atmosphere here as elsewhere.

The water-closets throughout the hospital are within the interior of the wards, cut off from direct communication with the exterior air by an intervening orderly's or nurse's bedroom, so that the closets can be ventilated only by opening the windows of the bedrooms, exposing all their contents to the foul gases and odors of the closets. These bedrooms in some instances have only one window, and that not leading directly to the outer air but into a stairway-hall. The orderly's bedroom in Ward 25 was found very foul in consequence of this arrangement.

The water-closet, bathroom and pantry form generally one and the same room; the table china and glass ware used by the patients, being kept in these rooms, are exposed to the foul atmosphere prevailing there. If "ignorance is bliss," it is certainly so as far as these patients are concerned. A change and improvement in this connection seem to be imperatively necessary. All the plumbing work of the wards should be removed outside of the exterior walls into wings or towers, three sides of which should have windows communicating directly with the outer atmosphere.

The Committee noticed clothing being dried in the ward (33) on the steam-coils, a practice detrimental to good hygiene.

Ward occupied by the "ten days' women" who act as helpers is too crowded with two-storied beds; cubic space insufficient for the number of occupants.

To one experienced in these matters, and as far as may be determined by the senses, none of the wards appear to be provided with good ventilation.

Not long since a so-called improvement in the heating and ventilating of Bellevue was made which seems to be a complete failure. Its cost is reported to have been \$23,000, which appears to be wasted. The law obliging the Commissioners to give the work to the lowest bidder seems to be here at fault. It is said that the contractors lost considerable money by the work, and did not do it properly in consequence. The estimate of the next lowest bidder was \$34,000, and the highest was \$54,000. The work consisted in putting wooden boxes along the ceilings to supply fresh air to the steam-coils on the floor of the ward above.

The boxes are two inches deep by an average width of two feet, and about forty feet in length. There are two such boxes in a ward of eighteen beds; the capacity of these boxes is only *sufficient* to furnish, under the most favorable circumstances, the quantity of air needed for four patients; leaving, if all the beds are filled, fourteen patients, nurses and orderlies without the required supply of fresh air. Each box ter-

minates at a window whence it is supposed to receive its supply of fresh air; the mouths of these boxes are covered with wirecloth choked with dirt, thus closing them against ingress of the requisite supply of air.

The location of the windows is about equally divided between the four points of the compass; the wind may blow "where it listeth," two-thirds of the boxes will be found inoperative, neither will there be any movement of the air within them, according to well-ascertained physical laws, unless there is a difference of thirty degrees of temperature between the atmosphere inside and outside of the building. Another cause of the failure of the arrangement is in the construction. The openings for the supply of air being in the floor under the steam-coils, they afford a harbor for dirt, vermin, and rubbish whenever the floor is swept and scrubbed. The steam-coil fits so closely over these openings that they cannot be cleaned out; one was opened and examined at the ceiling and found to be filled with rubbish; it is but natural to suppose all the others to be in the same state. The floor-openings should be closed, and the air admitted at the ceiling by perforating the boxes. The flues for the exit of foul air are insufficient; moreover they connect with the several wards, and afford channels for bringing the foul air of one ward into another. Considerable effort seems to have been made to carry off foul air, but the most important part, the supply of pure fresh air, has been neglected.

Experience has shown that the most approved systems for ventilation will be of little avail if left to the management of ignorant attendants. In some of the modern public buildings no expense has been spared in the provisions of heating and ventilation; they are, however, rarely intrusted to a person competent to operate them or who has any knowledge or appreciation of the value of good ventilation. In consequence of this the desired result has not been obtained. If such is the case in hospitals of most recent construction, it becomes then a matter of still greater importance that in a hospital of this magnitude, and where many of the modern improvements are wanting, the ventilation should be in charge of some intelligent person, whose duty should be confined to this and nothing else; as it is, the want of discipline is such that no one person is responsible or attends to it, hence the neglect. If (as it is generally conceded) good ventilation is of equal importance with skilled medical attendance for the recovery of a patient, we would suggest that the Medical Board appoint certain members of the house staff to superintend this matter so important to the welfare of their patients. Your Committee has endeavored to obtain an analysis of the air in the wards for the purpose of demonstrating its conclusions with unfailing precision, but the desired assistance of a chemist could not be procured. In this connection it may not be out of place to recommend that the pupils in the Training School for Nurses should receive sufficient instruction

in chemistry to enable them to analyze the air of sick rooms or hospitals, and to report its condition from day to day. In this way they would ascertain facts which would speak more forcibly than words of the ventilation and sanitary condition of such rooms or wards.

* * * * *

In conclusion the Committee desires to recall the fact that the Special Committee of this Association on a new Bellevue Hospital had already demonstrated the urgent necessity for an entire reconstruction of Bellevue Hospital. It follows of course from this that such changes as have been recommended in this Report can but partially remedy those evils of construction and ventilation equally existing in all departments of the hospital.

CARL PFEIFFER, *Chairman.*

ELIZABETH L. CHURCHILL.

APPENDIX D.

FINAL REPORT OF THE COMMITTEE ON OUT-DOOR RELIEF UPON NIGHT REFUGES.

To the Executive Committee of the State Charities Aid Association :

DURING the past year the Committee on Out-door Relief has devoted considerable time to the question of the best means of providing a night's shelter for homeless people.

It was but natural at the outset of our investigations to inquire what provision already existed in New York for the person without shelter for the night. It was found that with few exceptions the twenty-seven station-houses of the city received homeless people. The accommodation for this class is mainly the same in all the precincts, a bare board or a place upon the floor being all that the lodger receives.

The room is heated either by an iron stove or the heat rises from the cells in the story beneath. The lodger comes after six o'clock in the evening; at six in the morning he must leave. A rule that is not universally observed provides that the same person shall not present himself two consecutive nights of one month in the same precinct, and the number of precincts of the city is just sufficient to enable the habitual lodger to visit in succession during the same month the various station-houses.

With a view of studying the class of people, both men and women, who come to the stations for shelter, we have made frequent visits late at night at nearly all of the precinct-houses. Through the courtesy of the Superintendent of Police we have had access to the books recording

the name, age, and nationality of each lodger, and from the Captains and Sergeants we have collected what information we could that would seem to throw light upon the character of the people for whom from January to December our police is compelled to provide lodging.

The First Precinct-house, at No. 59 New Street, has two rooms for lodgers, one for each sex. The rooms are perhaps 20x12 feet in extent, and only a thin partition, which does not reach to the ceiling, separates them from the prisoners' cells. In the corner of each room is an open sink in a foul condition. Scattered about the male lodgers' room lay several men asleep, a group of two or three who had just arrived were smoking their pipes, and from a scrap of newspaper which had inclosed some cold meat and bread another lodger was reading aloud. Of these men the officer believed that fifteen per cent. might be deserving poor; the rest professional vagrants. The women lodgers belong to the worst class of the community. One case in particular was mentioned of a woman who for years had wandered from one station-house to another for a night's lodging. A young child, born during this period of vagrancy, accompanies the mother now whenever she comes to this precinct-house.

The Fourth Precinct-house, at No. 9 Oak Street, has two rooms for men, and here as many as 160 lodgers have been received. The officer represented that two-thirds of these visitors are tramps. The lodgers' book showed for December 30th (1875), 31 men and 4 women; February 1st (1876), 19 men and 4 women. In July, on the other hand, the numbers were as low as 2 men and 5 women, and once there were no male lodgers. We may be allowed to add here the following graphic description of this station-house, published some weeks since in the *Tribune*: "The interior of the Fourth Precinct Station-house will serve as a type of the police lodgers' quarters. Behind the front office and the captain's warm and pleasant room—which must seem the picture of luxury to the vagabond as he catches a glimpse of its interior through the half open door—is a little covered court, beyond which are the cells. On either hand narrow iron stairways lead up to four rooms over the cells, two of which are given to the men and two to the women, the partition between them being of brick. Each of these rooms is 50 feet long and 10 feet wide. Along its whole length runs a wrought-iron framework about 18 inches high, which is just sufficient to hold up a series of broad planks, a pile of which appears at one end. When a lodger comes in he takes one of the planks, places it on the frame so that it slants a little from head to foot, and lies down, with his boots for a pillow and his coat for a covering. If there are few persons in the room he may have two or three planks, but after he is asleep he is likely to be rudely dropped to the floor by having the extra planks jerked from under him. On a cold night all are taken early, and 50 men or 50 women lie

heaped on this long platform that is too rude to be called a bed. Next the aisle is occupied; and finally, as more come in, they will crawl under the platform, until a mouse could hardly thread his way among this mass of humanity. Such a lodging-place at 12 o'clock, on a 'full' night is almost as vile as the 'Black-hole' of Calcutta. The heat necessarily comes up through gratings in the floor, and brings with it the ventilation of the cells; the presence of 60 or 70 unwashed, gin-steeped bodies adds stench indescribable; while the snores of stentorian breathers, the groanings of wakeful lodgers, and driveling of drunken ones, the scream of some frightened dreamer, and the querulous wail of a sick child, unite to make a Babel of horrible sounds. A single flickering gaslight sends feeble rays through the laden air, and every ray touches a pile of rags which in the morning will hatch out a tramp."

The Fifth Precinct-house, at 19 Leonard Street, has a room for male and another for female lodgers. These rooms are 20 feet long, and 12 feet wide, and receive often from 20 to 40 lodgers. The men appeared to be of an exceptionally good class. They were all young, and among them were two boys. The officer represented the women lodgers to be notoriously bad.

At the Sixth Precinct, No. 9 Franklin Street, in a room 15x25 feet, were 45 men, and often the number ran as high as 60. The impression made by this room and its inmates beggars description; lying side by side so closely that the visitor could gain no access to the room itself, were 45 men of an average age of not more than 35 years, white and black, and men of all nationalities. The windows were closed, and there were no apparent means of ventilation. The air was intolerable. An open sink was in the further corner of the room, and the heat was furnished by a drum from the large stove which heats the cells in the story below. All but 6 per cent. of these men were, in the opinion of the officer in charge, tramps. The room for women in this station-house is of the same dimensions, but a corner of it is appropriated for the purposes of an ante-room, in which occasional post-mortem examinations are made.

At the Seventh Precinct Station-house, at No. 247 Madison Street, the average number of lodgers is, in the winter months, 20 men and 15 women. A room is, as elsewhere, provided for each sex, and the two apartments will hold conveniently not more than 18 or 20 persons apiece. The lodgers begin to arrive about 6 o'clock, but the men are not admitted until 7.30 P. M., unless the night is stormy; most of those received are Irish, the remainder are German, with occasional Italians, Frenchmen, and Americans. Many of the lodgers are regular. The door-keeper stated that there were some women who had come there at intervals for the last 13 or 14 years, and others who had not missed a night in 5 years. In the morning the door-man says the stench from these rooms is horrible. The men are mostly vagrants, and a deserving person

is but rarely received. Several times the habitual lodgers have been committed and sent to the Island, but they soon returned to their former manner of life.

At the Ninth Precinct Station, at No. 94 Charles Street, on the evening of January 31st, were 12 men in a room 8x16 feet; in a room of the same size, on the opposite side of the passage way, were eight women. At this station the lodgers' rooms are underground, on a level with the prison. The rooms are heated by a stove placed in the alley-way; the narrow quarters and poor ventilation, together with the heat, cause the air to become laden with sickening odors. The doorman stated that he had known men to lodge in station-houses for 14 years, and to refuse work repeatedly when they had the opportunity. It was the habit of the lodgers after lying down to talk and sing, and he had seen them play leapfrog over their beds. They spent hours in laying plans for getting through the following day without work, and in changing their names and inventing other devices to deceive the police. Sometimes their maudlin songs and stories became very offensive and had to be stopped, and the women would often become boisterous and disorderly.

At the Tenth Precinct-house, at 89 Eldridge Street, are two lodgers' rooms, one for men, the other for women, each 25 feet long and 23 feet wide. In the room for men were already at 11 o'clock, on the evening of March 31st, 52 occupants. The floor was literally covered, and the air of the room stifling. As we stood by the door of this lodging-room a young colored boy arrived, looking for shelter for the night. Whether it was the sight of the over-crowded room, or the vile air that the sleepers were breathing, his heart failed him, and he left to take his chances for a night in the street.

At the Eleventh Precinct-house at Union Market, at the junction of 2d and Houston Streets, the cells and lodging-rooms are on the same floor with the desk-room. The room for men is 30 feet long and 12 wide, and on the evening of April 19th had 40 occupants. The lodgers were clearly of the lowest class and filthy in appearance, the room was shockingly over-crowded, and the air most impure. Seated on a box in one corner of the room was an old man with crutches. There was not room for him to lie down. The officer believed that six-eighths of these men were "revolvers," many of them habitual drunkards. When the liquor stores in the neighborhood closed then a fresh batch of lodgers arrived. Not 10 per cent. of these men would work, according to the statement of the officer of the precinct. The station-house life has become a second nature to them.

Here are also two small rooms for women, and many of these women have lodged here for four years. Some of these have been committed for vagrancy and sent to the Island for six months, but soon after they have served out their sentence they return to their former manner of life.

Perhaps two-thirds of the lodgers here are Irish, and according to the sergeant a native American rarely applies here for lodging.

At the Fourteenth Precinct-house, at No. 205 Mulberry Street, are four lodger's rooms, two for men and two for women. The rooms are 10x9 feet. In one of these were 13 men, some of the occupants nearly naked. The air was very hot and foul. At 9.45 P. M. there were 41 men and 20 women. Here was a woman with a young child whom, on a previous evening, we had seen at the Ninth Precinct-house. On the evening before there had been 43 men and 29 women, and for a succession of evenings of this winter this seemed to have been about the average number. In the summer the average number of visitors was much less. In August last, for example, the lodgers' book showed an average of 12 men and 8 women per night.

At the Fifteenth Precinct-house, at No. 221 Mercer Street, the room for men is 24 feet 9 inches long, and 22 feet 6 inches wide. The room for women of the same length but less wide by about 5 feet than the other. Here on the evening of January 31st were 44 male lodgers. The air of this sleeping-room was most impure. The lodgers are mainly tramps, and the doorman had seen most of them often before.

In the Sixteenth Precinct-house, at No. 230 West 20th Street, there is only provision for female lodgers. Occasionally a shelterless man is allowed the privilege of a cell. Most of these women are regular visitors, and the doorman pointed out one who had been for nine years a visitor. As is the custom in all the other lodgers' rooms, these women have to sleep on a hard board bed, without other covering than their own scanty garments, and with only such pillows as they can contrive to make from articles of clothing.

At the Seventeenth Precinct-house, at the corner of 1st Av. and 5th Street, the lodging-rooms are underground. The room for women 12x22 feet in extent, that for the men of nearly double this size. The officer represented that half the lodgers at least were worthless people and drunkards, that they would not work if they had the opportunity. As an illustration of the character of the guests at this station-house, the sergeant stated that once, after a "Camp-fire of the Army of the Republic," a quantity of provisions remaining over from the supper was sent to the precinct-house. Preparations were made to give the lodgers the next morning a breakfast, and they were all invited to remain. No one accepted the invitation, and the file of men and women marched out, many of them to the nearest dram-shop, to fortify themselves before beginning their rounds of begging for the day.

At the Eighteenth Precinct-house, at No. 337 East 22d Street, the lodging-rooms are situated at the back of the house. At night boards are laid down so as to form an inclined platform raised about a foot from the floor. In the corner of the room for men, which was 25x15 feet, was an

open sink. There were already 29 occupants, for the most part young and healthy men. In the women's room were 10 lodgers. The officer stated that the majority of people who come here for lodging were under the influence of liquor, and that they had been coming at intervals during the winter. The women are of the lowest class. The average number of lodgers here was 45, 35 males and 10 females. The records show that three-fourths are Irish. A respectable poor person rarely applies here for shelter. In the morning the boards are taken up and the whole room is washed with a powerful stream of water. The sergeant stated that once when he was on duty at the Fourth Precinct a gentlemen called the 80 lodgers there together, and offered each man work at ice-cutting at \$1 per day; only two men accepted the offer.

At the Nineteenth Precinct-house, at 220 East 59th Street, the lodging-rooms are over the prison in a building in the rear of the station, and these rooms are heated by a large drum from the stove, that also heats the prisoners' cells. Here, as elsewhere, the windows were all tightly closed. "It is wonderful," said the sergeant, "how they stand this stifling air—but they seem to like it." Here we found a colored family who had been dispossessed the day of our visit, and had come with children in arms to the station-house for shelter. Cases such as these, the sergeant assured us, were not at all uncommon.

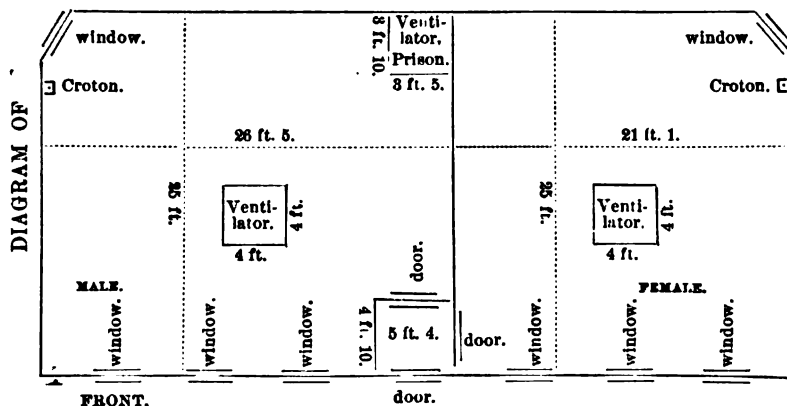
At the Twentieth Precinct-house, at 434 West 27th Street, there are three rooms for men and one for women, situated above the prison, and warmed by the stove below; 35 men we found here and in a small room 6 women, who were almost habitual lodgers. The sergeant said that a year ago last November, when the Longshoremen began their strike, he said to his lodgers, "now you can get work at 30 cents an hour, and every one of you who comes here to-night shall be sent to the Island." The next night there were but few lodgers. "Many of these people," the sergeant said, "go in summer to the country; they sleep on haystacks and live on potatoes and turnips; they are not burglars, not one out of a dozen are Americans, they are principally Irish."

The Twenty-first Precinct-house, at 160 East 35th Street, has a room for men underground 10x20 feet, and above this a similar room for women. In the women's room was a woman with two small children, one an infant. She said her husband was a street-sweeper, and she was provided with money to buy her breakfast. The majority of the lodgers here would not work if they could, the sergeant thought.

At the Twenty-second Precinct-house, at 347 West 47th Street, are two lodging-rooms, one for each sex. The accompanying diagram will make clear the nature of the accommodation which these rooms afford. It will be seen that the room for men is a little over 26 feet in its greatest length and 25 feet deep. The ceiling is 12 feet and 1 inch high. The women's room is less long by just 5 feet.

REAR.

Ceilings 12 ft. 1 in. high



J. J. WARD.

Capt. 22d Precinct.

February 2d were 43 men and 16 women.

" 3d " 55 " " 16 "

“ 5th “ 40 “ “ 18 “

“ 6th “ 52 “ “ 15 “

" 8th " 51 " " 15 "

March 31st " 74 " 8 children and 15 women.

" 26th " 85 " in this single room.

April 11th " 61 men and 21 women.

" 4th " 72 " " 14 "

4th " 72 " " 14 " Be it remembered that an open sink added fresh horrors to the poisoned air. Two-thirds of these wretches were no doubt vagrants, but among them were young children, and here and there was a young fellow who claimed at least that for no fault of his he was out of employment, and in more than one case his story was believed by the officer in charge of the station.

At the Twenty-seventh Precinct-house, at 99 Liberty Street, are rooms for both men and women. In the women's room, which was 16x15 feet, were 15 women, one little girl among them. The lodgers are the typical "revolvers;" they are for the most part drunkards and filthy in their dress. People of a better class occasionally apply here for lodgings, but after inspecting the premises they generally retreat in disgust. The

lodgers' book showed strikingly the fact that during the summer months very few come here for shelter. This fact the captain of the precinct explained. When the milder weather of spring and summer is once established many of these habitués of the station-houses flock to the lumber-yards along the North River and find shelter under the piles of lumber there. Often it has been found necessary to send a squad of men from the 8th and 9th precincts to turn these intruders away from their temporary homes.

At the Twenty-ninth Precinct-house, at No. 137 West 30th Street, on the evening of January 31st, 40 men, some naked, were scattered about the floor of a large room. Half at least of these were tramps; among the others were many possibly deserving men. In the room for women there were only 21, and most of these were habitual drunkards. There have been about the same number of lodgers here this year as last. It was said that a few evenings before a gentleman, attired in the uniform of an officer of the United States Navy, entered the station-house and asked for lodgings, stating that he could not get aboard his ship, and that he was in very straitened circumstances. The sergeant at the desk, seeing that he was a respectable man, offered him the best accommodations that he could—a prisoner's cell—but suggested that he had better go to the lodging-house at Marion and Prince Streets. The necessary order was given, and the lodger was sent there. Another story was related of a young boy from Connecticut who came to this station-house one night for lodging. He told a sad story of unhappiness at home, and the officers of the precinct made up a purse and gave the boy a suit of clothes. Subsequently a position was found for him in the cloak-room of one of the principal hotels, and there the boy is now occupied. This was a couple of years ago, and even now the boy returns from time to time to see the men who had befriended him and ask of them permission to go to the theatre.

As regards the condition of the precincts as sleeping-quarters, I submit the following statement made by medical men. I quote from the Report of the Police Department of the City of New York for 1867, p. 28: "The Board of Surgeons is of the opinion that it would be recreant to its duty did it not strenuously urge upon the Board of Police the propriety, the economy, nay the absolute necessity, of *discontinuing* the practice of using station-houses as lodging-houses for vagrants. The practice is fraught with numerous evils; the huddling together like cattle of a large number of drunken, dirty, and oftentimes diseased wretches, contaminates the air breathed by the patrolmen in the same building. It engenders typhoid and other idio-miasmatic diseases, and is a prolific and traceable source of sickness among the officers and men. Beside this, the passing in and out of these lodgers frequently prevents the men from obtaining the necessary sleep without which it is impos-

sible that they ~~should~~ well and efficiently perform the duties required of them while on post. *Some systematic, radical, and comprehensive change* in this matter is urgently needed, ~~such as the erection~~ of lodging-houses for vagrants entirely disconnected from the station-houses.

Whether the charitable providing of lodgings for the homeless and destitute be any portion of the duty of the Board of Police, and if so what propriety there is in making it part of its duty, and whether this subject does not more naturally and *more properly devolve upon the Department of Public Charities*, are questions though interesting in themselves, yet are not perhaps strictly within the scope of a Medical Report. It is, however, eminently proper as a medical and sanitary question to show that, to whichever department this matter more rightfully and properly belongs, lodging for vagrants *should never be allowed in any portion of a station-house* for the reasons above stated."

As to the character of the guests whom we have found at the various station-houses of the city, especially would we insist that all of these lodgers are not of the same worthless class. The statement has constantly been made by the officers in charge of the station-houses that often some poor man or woman thrown out of employment, without means, applies for aid. If possible a vacant cell is put at their disposal, or if that is not to be had, they must take their chance with the tramps, who form by far the largest portion of these station-house lodgers. Table No. 1 shows the number of night lodgings given at the various station-houses annually since the year 1861. In connection with this table No. 2 is most interesting, for it shows the relative proportion of habitual and occasional lodgers for the first seven months of 1874. In January, for example, out of a total number of 30,774 station-house lodgers, there were 20 920 who were always registered at one precinct or the other, and this proportion was maintained during both the winter and summer months. As the Chairman of the Committee on Out-door Relief has well said in his letter to the *Tribune* of February 26th, 1876, "There are not more than 800 or 900 individuals who receive such lodging on any one night. It would be safe to say that these chiefly represent 'revolvers' or 'rounders,' persons who spend their winter in these free quarters, living in idleness and filth on the proceeds of begging or thieving"

Can anything speak more strongly than these figures in the appended Table? Two-thirds of these wretched men, women, and children are the city's almost continual guests; they are supported by the public through the agency of the police, and they will not work even when employment is offered them from the income of which they might support themselves.

From appended Tables 3, 4 and 5 the actual number of lodgings given

in each station-house during the months of January, February, and March, 1875 and 1876, can be read at a glance.

Beside the station-houses, it was found that not any or only the most inadequate provision had been made by private charity for shelterless men and women.

This subject was now taken up by a number of private citizens, and it was determined to take active steps to endeavor to prevent the abuse of the police lodgers' quarters and to supply a night refuge for shelterless people of both sexes in this city, or at least to throw the onus of continuing such a system on the authorities. A committee of three gentlemen, impressed with the need of securing some radical change in this system of receiving houseless people, obtained a hearing from the Board of Commissioners of Police, and asked that the practice of receiving shelterless people at the station-houses be discontinued. The Board adopted the following resolution, and directed it to be circulated among the police force :

OFFICE OF SUPERINTENDENT OF POLICE OF THE CITY OF NEW YORK,
No. 300 MULBERRY STREET.

NEW YORK, *November 2d, 1876,*

GENERAL ORDER No. 209.

CAPTAIN ———

——— PRECINCT.

The following resolution adopted by the Board of Police, October 31st, is promulgated to the force for their information, to wit :

Resolved, "That indolent, indigent, and vicious persons who habitually and frequently lodge in station-houses, on applying for lodgings at any station-house on and after the 5th of November next, shall be arrested and arraigned before a magistrate and charged with the crime of vagrancy."

When a proper charitable lodging-house shall have been provided by proper authority for the accommodation of worthy unfortunate persons, who require a night's lodging, such persons on applying at the station-houses shall be supplied with a ticket and sent to the care of the manager of such charitable lodging institution.

Notice will be given when such institutions will be ready to receive lodgers.

——— Inspector.

——— Superintendent.

This order went into effect on the 5th of last November. Its immediate result was to reduce the number of applicants for shelter from 597 on the night of November 1st to 207 on November 6th, while the arrests for vagrancy rose from an average of 4 per day in October to 20 per day in November.

There still remained to be dealt with in the rough quarters of the police stations several hundred visitors of both sexes, who formed the second or non-habitual class of the houseless poor. Steps were now taken to provide accommodation for the people, who, either through failure in finding employment, from sudden eviction, through sickness or other accidental causes, had no home.

An Association known as the Night Refuge Association of New York City was formed November 23d, 1876, and aid obtained from the Excise Fund, with the approval of the city authorities. A suitable building was secured at the corner of Tenth Street and Avenue D, and was opened on Thursday, January 4th. Here ample accommodation can be provided for all who require a temporary shelter of the simplest character, if they conform to the requirements of the institution, are absolutely destitute and homeless, while proving their comparative worthiness by their readiness to perform such labor as is provided. For the present only persons furnished with cards from the police precincts are admitted.

Presented on behalf of the Sub-Committee on Station-house Lodgers
by

RICHARD H. DERBY, M.D.,

January 8th, 1877.

Chairman.

TABLE No. 1.

Year.	No. of nights' lodgings (repeated y given to the same persons.)
1861.	119,348
1862.	70,938
1863.	68,254
1864.	59,929
1865.	64,247
1866.	115,324
1867.	105,460
1868.	141,070
1869.	135,591
1870.	From November 1st, 1869, to April 5th, 1870. 82,607
1871.	141,780
1872.	147,427
1873.	186,124
1874.	219,900
1875.	217,552
1876.	January, February, March. 78,788

TABLE No. 2.

Showing the number of nights' lodgings given to *habitual lodgers* or *revolvers* for the months from January to August, 1874.

No. of Lodgings given to Habitual Lodgers.				Total No. of Lodgings given.
Months.	Male.	Female.	Total.	
January.....	15,478	5,442	20,920	30,774
February.....	16,446	5,094	21,540	28,301
March.....	19,025	6,344	25,369	31,919
April.....	13,198	5,738	18,936	24,452
May.....	6,249	5,386	11,635	15,259
June.....	2,039	4,303	6,347	8,389
July.....	926	4,183	5,109	6,677

TABLE No. 3.

STATION-HOUSE LODGINGS.

No. of Precinct.	JANUARY.		JANUARY.		JANUARY.	
	Total.		Males.		Females.	
	1876.	1875.	1876.	1875.	1876.	1875.
1st.....	59	220	55	83	4	137
2d.....	....	15	....	1	....	14
3d.....	....	22	....	22	....	....
4th.....	714	287	574	169	140	118
5th.....	1,142	1,868	871	1,211	271	155
6th.....	1,486	1,936	1,134	1,597	352	339
7th.....	760	632	506	422	254	210
8th.....	492	586	284	323	208	263
9th.....	670	426	424	309	246	117
10th.....	1,788	2,305	1,276	1,811	512	494
11th.....	1,103	1,576	762	1,280	241	296
12th.....	772	707	744	695	23	12
13th.....	1	27	1	20	....	7
14th.....	2,190	1,948	1,348	1,370	842	578
15th.....	1,352	1,694	1,056	1,407	296	287
16th.....	210	196	10	10	200	186
17th.....	1,205	1,029	819	798	386	231
18th.....	1,356	1,754	973	1,255	383	499
19th.....	852	780	610	580	242	200
20th.....	1,897	1,135	1,606	943	291	192
21st.....	890	1,257	599	967	291	290
22d.....	1,716	1,676	1,216	1,415	500	261
23d.....	986	468	963	459	23	7
27th.....	920	955	576	628	344	327
29th.....	1,691	1,261	1,265	879	626	382
30th.....	294	45	287	42	7	3
31st.....	352	366	345	365	7	1
32d.....	389	252	375	252	14	....
33d.....	97	102	92	102	5	....
34th.....	341	388	337	378	4	10
35th.....	47	81	46	26	1	5
Total....	25,972	25,440	19,154	19,819	6,818	5,621

TABLE No. 4.

STATION-HOUSE LODGINGS FOR THE MONTH OF FEBRUARY, 1875 AND 1876.

No. of Precinct.	Males.		Females.		Total.	
	1876.	1875.	1876.	1875.	1876.	1875.
1st.....	347	8	28	172	375	180
2d.....	....	2	....	4	....	6
3d.....	....	24	....	1	....	25
4th... ..	708	1,285	120	111	828	1,396
5th.....	636	1,112	205	182	841	1,294
6th.....	1,441	1,484	291	458	1,732	1,942
7th.....	462	408	208	222	670	630
8th.....	247	288	247	210	494	498
9th.....	454	353	265	118	719	471
10th.....	1,371	1,559	524	389	1,895	1,948
11th.....	746	1,140	281	214	1,027	1,354
12th.....	665	590	18	29	683	613
13th.....	....	29	....	4	....	33
14th.....	1,225	1,369	788	625	2,013	1,994
15th.....	1,054	1,315	358	325	1,412	1,540
16th.....	10	4	134	156	144	160
17th.....	726	758	350	188	1,076	946
18th... ..	840	814	364	318	1,204	1,132
19th.....	572	573	205	153	777	726
20th.....	1,482	938	196	137	1,678	1,075
21st.....	604	911	272	392	876	1,303
22d.....	614	1,362	459	211	1,073	1,573
23d.....	1,042	612	21	11	1,063	623
27th.....	510	618	365	291	875	909
28th.....	....	....	....	2	....	2
29th.....	1,235	734	657	348	1,892	1,082
30th.....	237	35	3	4	240	39
31st.....	344	449	7	1	351	450
32d.....	367	300	4	1	371	301
33d.....	72	87	2	3	74	90
34th.....	320	316	6	6	326	322
35th.....	49	44	....	2	49	46
Total	18,380	19,523	6,378	5,276	24,758	24,999

Average per night, 1876.....884 $\frac{1}{2}$ Average per night, 1875.....892 $\frac{1}{2}$ Females per night, 1876.....263 $\frac{1}{2}$ Females per night, 1875.....187 $\frac{1}{2}$

TABLE No. 5.

STATION-HOUSE LODGINGS FOR THE MONTH OF MARCH, 1876.

No. of Prec't.	Location.	Males.		Females.		1876. Total.	1875. Total.
		1876.	1875.	1876.	1875.		
1..52	New st.....	369	7	63	169	432	176
3..160	Chambers st.....	..	8	..	2	..	5
2..49	Beekman st.....	..	9	..	4	..	13
4..9	Oak st.....	861	1,184	145	147	1,006	1,281
5..19	Leonard st.....	638	750	226	187	864	937
6..9	Franklin st.....	1,488	1,542	394	498	1,882	2,040
7..247	Madison st.....	546	549	245	253	791	802
8..128	Prince st.....	270	829	205	272	475	601
9..94	Charles st.....	468	832	238	106	706	438
10..89	Eldridge st.....	1,451	1,608	522	442	1,973	2,050
11..	Union Market.....	800	1,046	414	825	1,214	1,871
12..E. 126th, n. Fourth av..		775	788	84	44	809	827
13..178	Delancey st.....	1	18	3	4	4	22
14..205	Mulberry st.....	1,070	1,322	648	868	1,718	2,190
15..221	Mercer st.....	1,133	1,404	362	424	1,495	1,828
16..280	W. 20th st.....	14	19	230	162	244	181
17..1st av., c. 5th st.....		884	860	394	293	1,278	1,152
18..327	East 22d st.....	1,045	1,246	467	456	1,512	1,702
19..220	East 59th st.....	716	649	207	221	923	870
20..434	West 37th st.....	1,221	1,033	212	124	1,433	1,157
21..120	East 35th st.....	568	685	259	493	827	1,178
22..347	West 47th st.....	2,099	1,480	593	245	2,692	1,725
23..E. 87th st., n. Av. A....		1,158	1,047	38	18	1,196	1,065
27..69	Liberty st.....	474	377	309	304	783	681
28..550	Greenwich st.....	..	2	..	4	..	6
29..137	West 30th st.....	1,320	906	600	459	1,920	1,365
30..	Broadway, c. 128th st...	275	52	3	2	278	54
31..100th st., n. 9th av.....		454	584	6	3	460	587
32..10th av., n. c. 152d.....		433	457	7	6	440	463
33..	Town Hall, Morrisania..	139	143	..	6	139	149
34..	Tremont	481	581	12	7	493	588
35..	Kingsbridge.....	53	56	..	2	53	58
Total.....		21,204	21,018	6,836	6,549	28,040	27,562

Average per night, March, 1876, 904.

Average per night, March, 1875, 889.

Females per night, March, 1876, 220.

Females per night, March, 1875, 211.

STATION-HOUSE LODGINGS.

<i>Month.</i>	<i>Males.</i>	1876. <i>Females.</i>	<i>Total.</i>
January.....	19,154	6,818	25,972
February.....	18,380	6,378	24,758
March.....	21,204	6,836	27,040
Total.....	58,738	20,032	78,770

<i>Month.</i>	<i>Males.</i>	1875. <i>Females.</i>	<i>Total.</i>
January.....	19,819	5,621	25,440
February.....	19,523	5,276	24,799
March.....	21,013	6,549	27,562
Total.....	60,355	17,446	77,801

<i>Month.</i>	<i>Males.</i>	1874. <i>Females.</i>	<i>Total.</i>	1873. <i>Males and Females.</i>	1872. <i>Males and Females.</i>
January.....	24,073	6,701	30,074	18,361	17,462
February..	22,363	5,939	28,301	18,594	19,007
March.....	24,711	7,208	31,919	20,305	19,310
Total.....	71,146	19,848	90,994	57,260	55,779

Average per night for January, February, March.

<i>Month.</i>	1876.	1875.	1874.	1873.	1872.
Jan., Feb., March.....	866½	864	978	637	613
Total.....	866½	864	978	637	613

APPENDIX E.

DONATIONS DURING THE PAST YEAR TO THE LIBRARY OF
THE STATE CHARITIES AID ASSOCIATION.

RELATING TO CHILDREN.

THE Aberdeen Industrial School contrasted with Irish Workhouses, by W. Neilson Hancock, LL.D., Dublin, 1876; from the *Author*.

Second Paper upon Boarding-out of Pauper Children, and the Defects of the Irish System, by Professor Ingram, London, 1876; from the *Author*.

Workhouse Schools, Macmillan's Magazine, Nov., 1874, by Menelia B. Smedley; from *Miss Schuyler*.

Crèches pour les petits Enfants d'Ouvrières, par M. Marbeau, Paris, 1873; from the *Author*.

On the Family System of Rearing Pauper Children, by W. Neilson Hancock, LL.D., Statistical Journal, March, 1859; from the *Author*.

RELATING TO ADULT ABLE-BODIED PAUPERS.

Should Boards of Guardians endeavor to make Pauper Labor Self-supporting? by W. Neilson Hancock, LL.D., July, 1851; from the *Author*.

Liverpool Workhouse Papers, November, 1874; from *Miss Schuyler*.

RELATING TO HOSPITALS.

Nightingale Fund Report for 1875; from the *Secretary of the Fund*.

Westminster Training School and Home for Nurses; Lady Stanley Memorial Fund, London, 1876; from *Miss Schuyler*.

Report of Committee on Diet for Bellevue Hospital, June 13, 1867; from *Austin Flint, M.D.*

Third Annual Report of Training School for Nurses attached to Connecticut State Hospital, New Haven, 1877; from *Miss Woolsey*.

A Class Book for Nurses, prepared for the use of the Connecticut Training School for Nurses, New Haven, 1877; from *Miss Woolsey*.

Trained Nursing for the Sick Poor, by Florence Nightingale, New York, 1877; from *Mrs. W. H. Osborn*.

Twelfth Annual Report of the Liverpool Training School for Nurses for the Sick Poor, 1875; from *E. G. Putnam*.

Reports of the Board of Managers of the Hospital of the University of Pennsylvania, January 13, 1876; from *Mr. Newbold*.

A Scotch Insane Asylum, Letter from Dr. Frazer, January, 1875; from *Mrs. David Lane*.

RELATING TO OUT-DOOR RELIEF.

Papers of Charity Organization Committee of St. Marylebone, London, 1876; from *Miss Mary Wells*.

Papers showing the Working of the Co-operative System in St. Mary's District, Marylebone, London, 1876; from *Miss Schuyler*.

Administration of Poor in Elberfeld; from the *Translator*.

L'Assistance Publique dans les Campagnes, Revue de Deux Mondes, Juin, 1875; from *O. E. Detmold*.

Homes of the London Poor, by Octavia Hill, Good Words, February, 1876; from *Miss Schuyler*.

District Visiting, by Octavia Hill, Good Words, July, 1876; from *Miss Schuyler*.

Methods of Improving the Homes of the Laboring and Tenement-house Classes of New York, by Stephen Smith, M.D.; from the *Author*.

Wisdom in Charity, Paper read before Germantown Relief Society, Nov. 29, 1876, by the Rev. Charles G. Ames; from *Miss Collins*.

MISCELLANEOUS.

The Journeyman Baker's Case, by W. Neilson Hancock, LL.D., Dublin, 1861; from the *Author*.

What are the Duties of the Public in respect to Charitable Savings Banks? by W. Neilson Hancock, LL.D., April, 1872; from the *Author*.

Provident Knowledge Papers, by G. S. T. Bartlett, London, 1873; from *Miss Mary Wells*.

Totworth Provident Co-operative Society Report and Papers, 1876; from *Mr. R. T. Tilbury*.

A Suggestion to Those who Love Beautiful Things, by Miss Miranda Hill; from the *Author*.

Working Men's Club of the Church of the Holy Communion, New York, 1874.

Sanitary Relations to Health Principles in Architecture, by Carl Pfeiffer, New York, 1873; from the *Author*.

Our Common Land, MacMillan's Magazine, April, 1876, by Miss Octavia Hill; from the *Author*.

Report on the Ventilation of the Hall of Representatives, by Robert Briggs, C. E.; from *Curl Pfeiffer*.

Ninth Annual Report of the New York State Board of Charities, 1876; from *Charles A. Hoyt, M.D.*

Sixth Annual Report of the Board of Commissioners of Public Charities of Pennsylvania, 1875; *Diller Luther, M.D.*

Thirteenth Annual Report of the Massachusetts State Board of Public Charities, 1877; from *F. B. Sanborn*.

Report of Local Government Board, London, 1874-75; from *E. G. Putnam*.

Report of the Convention of Charities at Saratoga, Sept., 1876; from *C. A. Hoyt, M.D.*

Investigation of the State Prisons and Report thereon, 1876.

Pauperism and Crime in Michigan, in 1874-75, Lansing, Mich., 1875; from *Mr. Henry W. Lord*.

Report of the Board of State Commissioners, for Michigan, 1876; from *Mr. Henry W. Lord*.

"The Jukes," a Study in Crime, Pauperism, Disease and Heredity, by R. L. Dugdale, New York, 1877; from *Miss Woolsey*.

PRESENTMENT OF THE GRAND JURY.

THE Grand Jury of the Court of General Sessions being desirous to ascertain the sanitary condition by personal inspection of the different institutions on Blackwell's Island and also in Bellevue Hospital of this city, selected a committee from its number to pay a visit to these institutions on the 22d day of March, 1877.

The following is the true condition of affairs as the said committee found them at the institutions above named :

CHARITY HOSPITAL.

At the Island, the first place inspected was the small out-building, at present used as wards for the reception of erysipelas patients.

The building has a generally dilapidated appearance and is improperly ventilated, or rather is not ventilated at all ; the boards, with iron bars attached, for that purpose, are inadequate.

The windows to the wards, though large, are unprotected from the direct rays of the sun, except by shades, having neither inside nor outside blinds ; the male and female departments are alike in this respect.

The condition of the water-closets is both appalling and disgusting. The night-soil has been allowed to accumulate, and the odor therefrom penetrates even into the wards where the patients are lying. This could be effectually remedied by placing a small pump over each water-closet, taking the water directly from the river. The cost of the alteration should not be more than four dollars for each water-closet. It may here be noted, that all the water-closets in Charity Hospital and in Bellevue Hospital sadly need more careful supervision, and a copious use of disinfectants.

The grounds about the buildings for the reception of erysipelas patients, as also about the dead-house, are encumbered with an accumulation of rubbish and filth, which shows a lack of cleanliness and vigilance on the part of the authorities in charge.

The baths adjoining these wards, and in fact those throughout both hospitals, were found to be of iron, and to be both black and rusty, and entirely unfit for use ; as they now are, they may be a means of spreading instead of checking disease.

The cooking arrangements, in the kitchen of the main building of Charity Hospital are inadequate to properly and promptly prepare the food necessary for the number of patients now in the hospital. Another set of large boilers is absolutely needed in the kitchen, that the cooking may be done satisfactorily.

The arrangements for extinguishing fire are conspicuously wanting, excepting a preparation in one of the halls of an iron pipe, for which it was ascertained, upon inquiry, that hose had never been provided; and which was so securely fastened as to be unserviceable for immediate use. It is earnestly recommended that at least one hundred and fifty feet of three inch best quality hose, with proper water connections, be placed in each of the halls of the building.

The iron doors, inclosing the fire-proof part of the building and protecting the stairway, are only secured by a small bolt at top and bottom. An additional heavy swinging bar, turning on a swivel, and catching in the wall at each end, to be placed on the center of the door, is necessary in case of fire.

The atmosphere in the upper part of the building is both heavy and impure, and without any perceptible means of ventilation. Ventilators placed in these parts of the building would give a free circulation of pure air.

A careful inspection is most earnestly recommended of an immense tank, containing a large body of water, situated at the top of the building, and which, by bursting, would surely deluge the hospital.

The lower or main hall of the hospital is both dark and unventilated, while the insertion of a window at each end of the hall would give the necessary light and air.

The same condition in regard to inadequate ventilation is observable in the cellar, while it is also observable that the furnaces or heaters are unprovided with cold-air boxes.

By introducing four by twelve inch galvanized iron pipes to run close along the top of each heater, one end of each pipe being turned down the wall, the other end to extend into the open air, the foul air would be carried off.

Cold-air boxes, two feet six inches wide and eight inches deep, with check valves, should be placed in the cellar, to supply cold air to the furnaces, and receive the draught from the north.

The main sewer of the hospital has not been sunk sufficiently to discharge its burden into the river beneath low-water mark; as a result of this blunder, the building is filled with foul air and sewer gases at each ebb tide.

Bellevue Hospital is in a most deplorable condition. The wards are simply overcrowded, and the atmosphere in them is stifling.

In all the wards throughout the hospital, the means of ventilation were found to be entirely inadequate to supply the patients with pure air. By close inspection, it was found that most of the ventilators were entirely closed, shutting out all the pure air from the wards.

All the ceilings are much too low, making the necessity greater for

the introduction of pure air, with adequate means of creating currents of air through every one of the wards.

A visit to the cellars disclosed the same unwholesome atmosphere, while the soil-pipe was leaking and emitting an unsupportable stench.

PENITENTIARY.

1st. We find insufficiency of accommodation, seventy-two of the cells containing two prisoners each.

2d. Necessity, on sanitary grounds, of a separate room or building for serving the prisoners' meals.

3d. In both the male and female departments, especially the latter, we recommend most urgently the entire separation by day and night of the younger and less depraved from the older and more hardened offenders, as otherwise, on being discharged, they are morally worse than when they entered.

4th. The propriety of continuing and extending the present system of workshops, where boys are taught trades suitable for their after maintenance.

5th. The necessity in the women's prison hospital of a few rooms for the isolating of any cases of contagious diseases, puerperal fever, etc.

6th. The necessity of a woman of respectability and some knowledge of illness as night-keeper of the woman's dormitory.

WORKHOUSE.

1st. The employment of women as night-keepers in the women's wing in place of men; also the enlargement of the present force of keepers, which is inadequate.

2d. We would recommend that no person supposed to be insane should be sent to the Island until properly examined by doctors (experts) at Bellevue, that they may at once go to the proper buildings for that class of patients.

ALMSHOUSES.

The food which is supplied to the inmates is entirely insufficient, as we found that bread and coffee is all that is allowed for breakfast, tea and bread for supper, and oatmeal and bread for dinner, except on Friday, when codfish is supplied.

The inmates of the Almshouse being aged and infirm people, need meat at least once a day.

FEMALE LUNATIC ASYLUM.

Every ward was overcrowded, especially in the lodge containing one hundred and fifty of the worst cases. There the rooms were very overcrowded, and in one hall two nurses only were assigned to ninety insane women, the number being far too small for the requirements of the case.

On inquiry we learned that there was a total number of one thousand four hundred patients, with but one resident physician, whose staff of assistants and nurses was totally inadequate to the needs of so large a number.

The small proportion of nurses, as well as the limited grounds attached to the building, make it impossible for the patients to obtain the open air and exercise so necessary for their well-being.

This institution is now carried on at an expense of \$1.66 per week for each patient. The usual estimate of the cost of such an asylum is \$3.00 to \$3.50 per week. These estimates include food, clothing, fuel, wages, and salaries.

We believe that the authorities are doing all that they can with the limited allowance at their command, and we urgently recommend that a larger appropriation be made.

R. S. HONE, *Foreman*,
CALEB B. KNEVALS, *Secretary*,
WILLIAM SLOAN,
LOYAL S. POND,
JOHN BUCKLEY, JR.,
THEODOSIUS BARTOW,
WM. C. VAN DEMATER,
JOHN TOWNSEND,
SAML. S. CONSTANT,
GEO. F. NORTON,
RALPH BOGERT,

THEODORE PERRY,
WM. A. MEAD,
JAMES R. FLOYD,
M. BYRNES,
M. H. UNDERHILL,
GEO. Y. WHITSON,
W. H. HUDSON,
JULIUS CATLIN, JR.,
S. W. HOPKINS,
JOHN J. SINCLAIR,
ADAM C. MARTIN.

NEW YORK, March 26th, 1877.

TO HIS HONOR THE MAYOR, AND THE

COMPTROLLER OF THE CITY OF NEW YORK :

THE Grand Jury of the Court of General Sessions, in consequence of the solicitations of the following-named ladies and gentlemen,

REV. DR. HOUGHTON,
REV. DR. JOHN HALL,

MRS. JONATHAN STURGES,
MRS. A. R. ENO,

REV. DR. H. C. POTTER,	MRS. JOSEPH HOBSON,
REV. DR. JOHN COTTON SMITH,	MRS. M. K. JESUP,
REV. DR. WM. M. TAYLOR,	MRS. W. E. DODGE, JR.,
REV. DR. MORGAN DIX,	MRS. HITCHCOCK,
REV. DR. WM. ORMISTON,	MRS. E. R. BELL,
REV. DR. HOWARD CROSBY,	MRS. J. W. PINCHOT,
REV. DR. S. IRENEUS PRIME,	MRS. H. G. DE FORREST,
REV. DR. S. H. TYNG, JR.,	MRS. S. G. HARRIS,
DR. W. T. LUSK,	MRS. E. L. YOUMANS,
DR. J. R. WOOD,	MRS. A. S. HEWITT,
DR. W. H. VAN BUREN,	MRS. WM. WHITNEY,
DR. A. B. CROSBY,	MRS. ABNER MELLEEN, JR.,
HON. B. K. PHELPS,	MRS. W. C. PRIME,
HON. W. WALTER PHELPS, and many others,	

beg most earnestly to present these facts, which render it an absolute necessity that an immediate appropriation be made for a small Lying-in Asylum near Bellevue Hospital.

No lying-in cases can now be received in Bellevue, puerperal fever being an almost certain accompaniment of each delivery within its precincts, from which death usually ensues.

There are in this city every year about one hundred and fifty (150) women taken with labor in the streets who cannot reach the maternity wards of Blackwell's Island before delivery, and for whom there is absolutely no shelter to be had except the cabin of the hospital boat, in which there are no accommodations for such cases, and whence (no matter what their condition) they must be moved the moment they reach the Island.

It follows that *many* children are born on this boat, and sometimes both mother and child die, as there are no provisions made for their comfort. This should be at once remedied. A committee of the above-named ladies and gentlemen have this matter under consideration. They have conferred with the Commissioners of Charities and Correction, who offer what aid they can give, declaring, however, their inability to do much; with the medical authorities of "Bellevue," who promise all needed assistance in their special department; and with the Training-School, who offer their nurses gratuitously.

We have read their appeal and examined their estimates of necessary expenses, and earnestly recommend the appropriation for this purpose of one thousand dollars (\$1,000), for furnishing a house to receive these cases, and a further sum of three thousand dollars (\$3,000) per annum, to be used in its necessary expenses by their committee.

We beg an interview with his honor the Mayor, and the Comptroller,

at the earliest date convenient to them, in regard to the above most important subject. Will they please notify the District Attorney, the Hon. B. K. Phelps, when an interview can be had ?

R. S. HONE, *Foreman*,
 CALEB B. KNEVALS, *Secretary*,
 WILLIAM SLOAN,
 LOYAL S. POND,
 JOHN BUCKLEY, JR.,
 THEODOSIUS BARTOW,
 WM. C. VAN DEMATER,
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 S. S. CONSTANT,
 GEO. F. NORTON,
 ADAM C. MARTIN.

RALPH BOGERT,
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 WM. A. MEAD,
 JAMES R. FLOYD,
 M. BYRNES,
 M. H. UNDERHILL,
 W. H. HUDSON,
 JULIUS CATLIN, JR.,
 S. W. HOPKINS,
 JNO. J. SINCLAIR,
 GEO. Y. WHITSON.

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CONSTITUTION AND BY-LAWS
OF THE
State Charities Aid Association.

ADOPTED MAY 11, 1872.
AMENDED JANUARY 27, 1876.
AMENDED MARCH 1, 1877.

ARTICLE I.

THE Name of this Association shall be the STATE CHARITIES AID ASSOCIATION.

ARTICLE II.

The Objects of the Association shall be : 1st. To promote an active public interest in the New York State Institutions of Public Charities, with a view to the physical, mental, and moral improvement of their pauper inmates. 2d. To make the present pauper system more efficient, and to bring about such reforms in it as may be in accordance with the most enlightened views of Christianity, Science, and Philanthropy.

ARTICLE III.

The Association shall make an Annual Report on the first day of March to the New York State Board of Charities.

ARTICLE IV.

The Association shall be composed of both men and women.

ARTICLE V.

The Officers of the Association shall consist of a President, a first, second, third, fourth and fifth Vice-president, a Secretary, a Correspond-

ing Secretary, and an Associate Secretary. They, excepting the Secretary, shall be elected for the year by a two-thirds vote, by ballot, of members present at the annual meeting. The Secretary shall be appointed and removed by the Executive Committee. In case of the death or resignation of an officer, excepting the Secretary, a successor for the remainder of the year may be elected by a two-thirds vote, by ballot, of members present at any regular monthly meeting of the Association, two weeks' notice having been previously given in writing to all members by the Secretary.

Officers shall be ex-officio members of all Standing Committees.

ARTICLE VI.

The President shall preside at all meetings of the Association, or appoint a presiding officer from among those members of the Association present; shall appoint the members of Standing Committees; shall call Special Meetings at discretion or upon the written request of three members; shall appoint special committees, and shall have the objects and general interests of the Association in charge. The President shall, once every year, appoint an Auditing Committee to examine and report upon the accounts of the Association. This Committee shall consist of three gentlemen, not members of the Association.

ARTICLE VII.

The First, Second, Third, Fourth and Fifth Vice-presidents, in the order named, shall, in the absence of the President, perform the ordinary duties of the President.

ARTICLE VIII.

The Corresponding Secretary and the Associate Secretary shall do such writing as may be required under the general direction of the Secretary.

ARTICLE IX.

The Secretary shall be the Chief Executive Officer of the Association, solely responsible for the management of its affairs, under such general rules and orders as shall be adopted by resolution of the Executive Committee. It shall be the special duty of the Secretary, in the first place, to bring about, by correspondence and personal visitation, the organization of Visiting Committees, auxiliary to this Association, for every Institution of Charity supported by the public funds in the State of New York, and afterwards to maintain such correspondence with, and obtain such returns from them, as shall be necessary to the furtherance of the objects of the Association.

The Secretary shall keep minutes of the proceedings of all the meetings of the Association and of the Executive Committee ; shall give notice of all meetings ; shall receive and file the reports of the different committees, and keep any accounts and records of the Association that may be required.

The Secretary shall obtain money needed to meet the expenses of the Association by written requisition, countersigned by a member of the Executive Committee, upon the Treasurer, and shall account for the same at the monthly meetings of the Executive Committee, and at the annual meeting of the Association.

The Secretary shall make written monthly and annual reports to the Executive Committee.

ARTICLE X.

The Treasurer shall have charge of the funds of the Association ; shall keep a regular account thereof, and make monthly and annual Reports of the condition of the treasury at the regular meetings of the Association.

The fiscal year of the Association shall be the calendar year.

ARTICLE XI.

There shall be an Executive Committee, composed of the Officers of the Association, excepting the Secretary, and the Chairmen of the Standing Committees. It shall hold meetings just previous to the regular monthly meetings of the Association, and oftener if desirable ; it shall elect its own Chairman annually, just after the annual meeting of the Association, and make its own By-Laws ; shall report in writing at the monthly meetings, and shall make a written Annual Report for the Association to the New York State Board of Charities.

It shall be the duty of this committee to define and adopt such course of action as may best promote the objects of the Association, and to devise ways and means for increasing the usefulness and efficiency of the Association.

It shall have authority to enforce the observance by all members of the Articles of the Constitution and By-Laws of the Association.

It shall provide for the visitation by its members, from time to time, of the Institutions of Public Charities throughout the State.

This committee shall put itself into communication with the New York State Board of Charities.

Manuscript designed for publication must come before the Executive Committee for revision before being submitted to the votes of the Association.

ARTICLE XII.

There shall be six Standing Committees, as follows :

1. Committee on Children.
2. Committee on Adult Able-bodied Paupers.
3. Committee on Hospitals.
4. Committee on Out-door Relief.
5. Committee on Library.
6. Committee on Finance.

These committees shall elect their own chairmen, annually, just after the annual meeting of the Association, make their own By-Laws, and, under the general instruction of the Secretary, they shall aid in the organization of and correspondence with the Visiting Committees.

They shall make written monthly and annual Reports of their work at the regular meetings of the Executive Committee and of the Association.

ARTICLE XIII.

It shall be the duty of the Committee on Children to inform itself of the number, present condition, plan of education, and ultimate disposition of the children in the Reformatories of this State, and in the State Institutions of Public Charities. It shall be the duty of this committee to urge upon the community the very great importance of enforcing such enlightened measures in the care and training of these children as may tend to effectually destroy hereditary pauperism in this State, and to best enable them to become useful citizens, and good men and women.

ARTICLE XIV.

It shall be the duty of the Committee on Adult Able-bodied Paupers to ascertain the number of able-bodied pauper men and women supported in the Almshouses of this State, and the character and value of the labor, if any, performed by them. It shall be the endeavor of this committee to have the laws for the arrest and commitment of vagrants enforced ; to advocate measures obliging all adult able-bodied paupers to work, thus relieving the industrious members of the community from the support of the idle ; and to promote all well-directed efforts which tend to abolish beggary and vagrancy.

ARTICLE XV.

It shall be the duty of the Committee on Hospitals : 1st. To inform itself of the number and present condition of the sick, the inebriate, insane, blind, deaf-and-dumb, idiot and aged paupers in the New York State Institutions of Public Charities, and to urge the adoption of such

measures as are best adapted to restore the health, alleviate the sufferings, secure the humane care and comfort, and contribute to the happiness of these afflicted and aged people. 2d. To collect and impart information in regard to the latest and most approved plans for the construction, ventilation, and disinfection of hospitals and asylums; to prepare plans of organization for their kitchen, linen, laundry, and nursing departments, and to acquaint themselves with such hygienic and sanitary regulations as are in accordance with the most advanced views of the medical profession.

ARTICLE XVI.

It shall be the duty of the Committee on Out-Door Relief: 1st. To try and secure co-operation between officials and volunteers in the administration of out-door relief, and to bring about such reforms in the present system, that it may conduce to the reduction of pauperism. 2d. To advocate those practical measures in behalf of the poor which best promote self-support and self-respect, and which in exceptional seasons of distress shall so assist the worthy poor that they may be saved from becoming paupers.

ARTICLE XVII.

It shall be the duty of the Committee on Library: 1st. To collect by means of donations to the Association such books and pamphlets as may, in the judgment of the committee, contain valuable information upon subjects connected with the objects and work of the Association, and to make a catalogue of the same. 2d. To adopt a system by which the Library books may be available to all the members of the Association, as freely as may be consistent with a due regard for the preservation of the books.

ARTICLE XVIII.

It shall be the duty of the Committee on Finance to obtain the requisite funds for carrying on the purposes and work of the Association, and to deposit the same with the Treasurer.

ARTICLE XIX.

There shall be Visiting Committees for every Institution of Charity, supported by the public funds, in the State. These shall receive their appointment from the Executive Committee of this Association, through its Secretary.

The President and Secretary of all Visiting Committees are ex-officio Associate Managers of this Association, and are entitled to vote at any of the regular meetings of the Association. They shall make monthly and annual Reports of the work of their committees to the Secretary of

the State Charities Aid Association. They shall correspond with the State Charities Aid Association, and shall work under its control and by its direction.

ARTICLE XX.

Advisory Members must be residents of the City of New York. Their duties shall be to further the objects of the Association, by advice and active assistance, whenever called for by the Executive Committee. They are entitled to vote at any of the meetings of the Association.

ARTICLE XXI.

Associate Members must be residents of the State, but not of the City of New York. They shall assist in the organization of committees auxiliary to the Association, and shall advocate the principles and further the interests of the Association in their respective counties.

ARTICLE XXII.

Corresponding members must not be residents of the State of New York. They are not responsible for any action taken by the Association, nor are they obliged to adopt the principles advocated by the Association. They are requested to send the Secretary, from time to time, information bearing upon the objects of the Association.

ARTICLE XXIII.

Eleven members shall constitute a quorum at any meeting of the Association. Members, Advisory Members, Associate Members, and Corresponding Members may be admitted by a two-thirds vote of members present at any regular meeting of the Association, the name of the proposed member having been sent to the Chairman of the Executive Committee two weeks before the meeting.

The Chairman shall submit the name of the proposed member to the Executive Committee to be voted upon, and subsequently, if approved by a two-thirds vote, to the vote of the Association.

The failure of any member to attend three consecutive monthly meetings without giving notice to the Secretary may be considered by the President as equivalent to a resignation.

Associate and Corresponding Members may attend the regular meetings of the Association, and, upon invitation of the President, may take part in the proceedings, but shall not be entitled to vote.

ARTICLE XXIV.

The By-Laws, Rules, and Regulations adopted by the different committees, must be in accordance with, and subordinate to, the Constitution

and By-Laws of the Association. The By-Laws of the Association must be in accordance with, and subordinate to, the Articles of the Constitution. The By-Laws of the Association may be amended by a two-thirds vote of members present at any regular monthly meeting of the Association.

ARTICLE XXV.

This Constitution may be amended by a two-thirds vote of members present at any regular meeting of the Association, intention to move the proposed amendment having been handed in to the Secretary three weeks previous to the meeting. The Secretary shall send to each member of the Association, who is a resident of the City of New York, two weeks' notice of this meeting, with a written copy of such proposed amendment. To constitute a quorum at this meeting, two-thirds of these members must be present.

BY - L A W S.

NO. 1.—ORDER OF BUSINESS.

THE following shall be the Order of Business at the regular meetings of the Association :

1. The Secretary shall read the minutes of the last preceding meeting. Action thereon.
2. Report of the Treasurer, and action thereon.
3. Reports, if any, of other Officers, and action thereon.
4. Report of Executive Committee, and action thereon.
5. Reports of Standing Committees, and action thereon.
 - a. On Children.
 - b. On Adult Able-bodied Paupers.
 - c. On Hospitals.
 - d. On Out-Door Relief.
 - e. On Library.
 - f. On Finance.
6. Reports of Special Committees, if any, and action thereon.
7. Reports of County Committees.
8. Unfinished business.
9. New business.

The President may read, in such order as may seem best, any written communications, or selections from printed matter, bearing upon the work of the Association.

No. 2.

At any Special Meeting of the Association the business for which the meeting has been called shall be transacted, and no other business.

No. 3.

At meetings of the Executive Committee three members shall constitute a quorum.

No. 4.

The regular monthly Meetings of the Association shall be held on the second Thursday of every month, from October to May inclusive, at 3½ o'clock. The annual meeting of the Association shall be held on the last Thursday of February.

CANCELLED

STANDARD
CHARGE

CANCELLED

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